DOCUMENT RESUME

ED 379 379 UD 030 307

AUTHOR Hanna, Donald G.
TITLE The Springfield Weed and Seed Initiative: A Process Description and Evaluation.
INSTITUTION Illinois Criminal Justice Information Authority, Chicago.
SPONS AGENCY Department of Justice, Washington, DC. Office of Justice Programs.
PUB DATE Sep 93
CONTRACT 90-DB-CX-0017
NOTE 144p.; Map in Appendix H may not reproduce well.
PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS *Cocaine; *Community Programs; *Crime Prevention; Day Care; Federal Aid; Illegal Drug Use; *Neighborhood Improvement; Program Descriptions; Program Evaluation; *Program Implementation; State Aid; Urban Renewal; Vocational Education; *Youth Programs
IDENTIFIERS *Illinois (Springfield)

ABSTRACT

A process description and preliminary evaluation are provided for the Weed and Seed initiative in Springfield (Illinois). This initiative involved local, state, and federal resources in projects that included (1) facility improvement, (2) drug prevention, (3) youth education and child care, (4) jobs and vocational training, (5) resident initiatives, and (6) sports activities for youth. The initiative's short-term goal was to reduce cocaine distribution and related crime (pull the weeds) and to promote neighborhood revitalization through coordination of various resources in the target area (plant the seeds). Statistics regarding indictments and convictions show the efficacy of weeding efforts. Offenders can be removed from a target area, but it requires quality investigation, effective case management, and committed prosecution. Seeding initiatives included 36 proposed projects, of which 26 were fully, and 3 partially, implemented. The 26 projects had an implementation success rate of 72 percent. These results were the more remarkable in that no "Weed and Seed" implementation funds were used in these projects. Nine tables present evaluation findings. Twenty appendixes provide supplemental and background information. (SLD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

Research and Program Evaluation in Illinois:
Studies on drug abuse and violent crime

ED 379 379

The Springfield Weed and Seed Initiative: A Process Description and Evaluation

Prepared by Donald G. Hanna

Evaluation Funded by the Illinois Criminal Justice Information Authority

Peter B. Bensinger, Chairman
Dennis E. Nowicki, Executive Director

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it

☐ Minor changes have been made to improve reproduction quality

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Sharon D Bond
ICJIA

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)"

Jim Edgar, Governor
Bob Kustra, Lieutenant Governor

September 1993

BEST COPY AVAILABLE

UD030307

Illinois Criminal Justice Information Authority

The Springfield Weed And Seed Initiative: A Process Description And Evaluation

Prepared by:

Donald G. Hanna

Private Consultant to the Illinois Criminal Justice Information Authority

Illinois Criminal Justice Information Authority

Peter B. Bensinger, Chairman
Dennis E. Nowicki, Executive Director

Jim Edgar, Governor

This project was supported by Grant #90-DB-CX-0017 awarded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program offices and bureaus: Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office of Victims of Crime. Points of view or opinions contained within this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.

Illinois Criminal Justice Information Authority
120 south Riverside Plaza
Chicago, Illinois 60606-3997

Printed by the authority of the State of Illinois
March 1994
Printing order number - IRC 2
750 copies

ACKNOWLEDGEMENT

The Illinois Criminal Justice Information Authority would like to thank former U.S. Attorney J. Williams Roberts and the members of his staff for their insight and assistance during this investigation and evaluation.

Table of Contents

Executive Summary 1

Preface 1
Introduction 1
Objectives of Report 1
Process Description 2
Initiative Goal 3
Evaluation 3
Weeding Results 4
Seeding Results 4
Chapter Summaries 5
Lessons Learned 8
Summary 9

Chapter 1 Process Description 11

Introduction 11
Leadership 11
Preliminary Goal 13
Initial Planning Efforts 14
Organizational Aspects 15
Announcement of the Initiative 17
Official Recognition 18
Summary 19

Chapter 2 Target Neighborhoods 21

General Context of the Initiative 21
Target Area Selection 21
Target Area Demographics 23
Target Area Crime 24
Target Area Disturbances 28
Summary 29

Chapter 3 Weed Description and Evaluation 31

Organizational Context 31
Indictments 34
Impact Evaluation 37
Summary 42

Chapter 4 Seed Description and Evaluation 43

Organizational Context 43
Project Implementation 44
Impact Evaluation 47
Summary 50

Chapter 5 Neighborhood Resident Survey 51

Introduction 51
Methodology 51
Survey Results 52
Additional Resident Perceptions 54
Evaluation 55
Probabilities 56
Considerations 57
Summary 58

Chapter 6 Lessons Learned 59

Introduction 59
Lessons Learned 60
Summary 63

Conclusion 65

Notes 67

Appendices:

A: Process Timetable 69
B: "Weed Side" Membership List 70
C: Government Agencies and Private Groups Involved in the Weed and Seed Initiative 71
D: Initiative Development Letter to the Illinois Secretary of State Police 72
E: Agenda of the Initial Steering Committee Meeting 73
F: Membership List of the Seed Steering Committee 74
G: U.S. Dept. of Justice Overview of the Weed and Seed Strategy 75
H: Map of Springfield, Illinois Public Housing Sites 76
I: Uniform Crime Reports' Crime Factors 77
J: Law Enforcement Coalition List 78
K: Letter of Notice of the April 24, 1992, Steering Committee Meeting 79

L: Subcommittee Participation Preference Sheet 80
M: Focus-Group Subcommittee Membership List 81
N: Project Identification Submission Sheet 82
O: Focus-Group Project Progress Form 83
P: Program Master Index Sheet 84
Q: Seed Project Description and Implementation Report 85
R: Safe Haven: Program Briefing and Proposed Budget 86
S: Resources Contributed for Weed and Seed Programs 87
T: List of Persons Interviewed 88

Tables:

1. Target Area Resident Totals and Age Categories 24
2. Target Area Racial Diversity 24
3. Crime Index and Drug Offenses 26
4. Indictments by Court and by Offense 34
5. Prosecution Status 37
6. Federal Sentencing Results 39
7. State Sentencing Results 40
8. First Year Project Implementation Results 48
9. Second Year Project Continuation Status 48

EXECUTIVE SUMMARY

Preface

The purpose of this investigative report is to provide a process description and preliminary evaluation of the **Weed and Seed** initiative in Springfield, Illinois. The initiative was organized by the United States Attorney for the Central District of Illinois. The process description includes **what** was done and **how** during the first year. The evaluation pertains to **results** one year later.

Introduction

This initiative involved local, state and federal law enforcement in addition to other governmental, human-service, civic and business organizations in the community. It is unique for two primary reasons.

First, it is not a **Weed and Seed** program implemented with federal funds. This initiative involved state and local resources and the redirecting of federal resources. Second, it is an example of what can be accomplished, particularly when there is a committed partnership between the public and private sectors of a community or county.

Objectives of Report

This investigative report has three objectives. First, to describe what can be done and how to address specific crime and detericration in target neighborhoods. Second, to determine

preliminary results as to any successes and/or setbacks. And third, to present any lessons learned.

This information will serve as a meaningful blueprint for replication efforts in other communities or counties with similar needs. It provides a frame of reference for what can be done without federal-implementation funds.

Process Description

The **Weed and Seed** initiative in Springfield was publicly announced at a news conference May 1, 1992. It was organized under the leadership of U.S. Attorney J. William Roberts.[1] The initiative targeted four public-housing neighborhoods which included 2,194 residents and 599 occupied-living units. A **Weeding** coalition consisted of 12 criminal-justice agencies. A **Seeding** coalition consisted of 53 public and private-sector agencies.

The foundation for the **Weeding** phase was two multiple-agency task forces. Each task force had 8 to 10 personnel. Both concentrated on cocaine and cocaine-base (hereinafter referred to as crack cocaine) distribution. One focused on the lower-level or street dealer. The other focused on the higher-level or gang-organized dealer.

These task forces also targeted gang violence and possession of unlawful firearms which are commonly associated with drug trafficking. The task forces received investigative guidance from the First Assistant U.S. Attorney and an Assistant U.S. Attorney.

The foundation for the **Seeding** phase was a steering committee and its six focus-group subcommittees. The focus groups provided project planning and implementation. Projects included facility improvement, drug prevention, youth education and child care, jobs and vocational training, resident initiatives, and sport activities for youth.

These projects were intended to improve the availability of various human services for residents, reverse neighborhood deterioration, and provide youth alternatives to drug abuse and gang membership.

A timetable for key steps or events during the initiative is presented as a composite, single-page overview in Appendix A.

Initiative Goal

The initial, short-term goal for the Springfield initiative was the implementation of a strategy. The strategy was a complementary two-fold process: **Pull the Weeds** and **Plant the Seeds.** Essentially it was an attempt to (1) reduce cocaine distribution and related crime and (2) promote neighborhood revitalization through coordination of various public and private-sector resources in the target area.

Evaluation

The basic premise of the evaluation was a two-fold question: (1) Did the **"weeds" stay pulled** and (2) Did the **"seeds" take root?** In other words, were persons who committed target offenses

removed from the target area? Were proposed projects implemented? If so, did they continue? What were the results?

Law-enforcement and project-implementation results substantiate preliminary success for both **Weeding** and **Seeding** efforts. There were no major problems or setbacks.

Weeding Results

Task-force investigations resulted in 212 federal and state indictments during the first 16 months of the initiative. Eighty-seven percent of the indictments were for drug offenses. There were 94 federal and 42 state convictions.

Most of the state convictions were for possession of five or less grams of crack cocaine and most of these resulted in probation with no prison sentence.

However, federal-prison sentences removed 56 crack-cocaine distributors from the target area during these 16 months. By the end of this period, most of an additional 37 distributors were in federal custody pending trial or sentence hearings. This included the top three drug dealers in the area, two of whom headed local gangs which distributed cocaine.

These results reveal that **Weeding** efforts can be effective in removing certain offenders from a target area. However, quality investigation, effective case management and committed prosecution are necessary.

Seeding Results

The initiative included 36 proposed **Seeding** projects which

are described in Appendix Q. Twenty-six were fully and three were partially implemented. The second-year status of these 29 was determined. This revealed that 22 continued, five were discontinued and two were pending. The 26 projects represent an implementation-success rate of 72 percent, and the 22 represent a 76 percent continuing-success rate.

The general success in achieving implementation of most of the proposed projects is exceptional. It is all the more remarkable because no **Weed and Seed** implementation funds were used. This initiative demonstrates what can be achieved with determination toward a common purpose. It presents a process that didn't get bogged down in the politics of who gets recognized and who gets the credit. It exemplifies an adage: **Where there is a will, there is a way!**

Chapter Summaries

An introductory chapter has been devoted to a process-description overview for the initiative. It recognizes the leadership and summarizes background information. It includes a brief description of the goal, initial planning efforts, law-enforcement and housing-management endorsement, and target-area selection.

It describes the rationale for law-enforcement task forces, steering committee, and planning subcommittees or focus groups. It also summarizes the request for official recognition of Springfield as a **Weed and Seed** site.

Subsequent chapters pertain to the target neighborhoods,

Weed description and evaluation, **Seed** description and evaluation, neighborhood-resident survey, and lessons learned.

The second chapter is devoted to the target area. It describes the general context of the initiative, the basis for area selection, and area demographics. It also summarizes target-area crime, considerations, and mob action which coincidentally occurred at the inception of the initiative.

The third chapter pertains to the **Weed** description and evaluation. It describes a process which demonstrates that **Weeding** efforts do work. It presents the organizational context for two multiple-agency task forces, the primary mission and target offenses of each, community-policing efforts in the general target area, and coordination between the U.S. Attorney and the State's Attorney.

The fourth chapter pertains to the **Seeding** phase of the initiative. It describes the organization context for the steering committee and focus-group subcommittees. It also summarizes the planning process for **Seeding** projects. Primary facilitating and constraining factors are identified. Predetermined criteria are presented which indicate short-term success. First-year implementation results and second-year status are summarized for 36 proposed projects.

Chapter five presents the results of a neighborhood-resident survey. Ten per cent of the adult residents in the target area were interviewed to ascertain their perceptions regarding fear of violent crime, gang violence and drug dealing in their neighborhood. Their perceptions were also determined as to

police service, social services, youth activities and quality of life.

Their responses indicate some preliminary progress beyond enforcement and implementation efforts. This is particularly so in two neighborhoods of the target area. These resident perceptions provide several considerations for future initiative efforts. They are summarized as follows.

1. A concerted and sustained effort of communication with residents is needed to maintain their awareness, support and involvement which are crucial for initiative success.

2. Resource-allocation adjustments, particularly by police, may be necessary to address sustained resident fear of gang violence and violent crime in portions of the target area. Such adjustments may also be consistent with increases in reported crime the first six months of 1993 in portions of the target area.

3. Sustained task-force investigations may be necessary to address probable continuing drug distribution in the target area.

4. Sustained community-oriented policing efforts are probably needed in the target area. These efforts should form a police-resident partnership from a problem-solving perspective to address crime and improve resident perceptions of their police service.

5. Sustained efforts are probably needed to maintain resident awareness of available social services and to evaluate if the services are continuing to address needs.

The concluding chapter presents 26 lessons learned from the perspective of 19 persons who were significantly involved with the initiative. The essence of these lessons are summarized in the following section for consideration during future replication endeavors. They convey relevant planning guidance. They provide a reference to enhance implementation success.

Ignoring them would confuse and complicate an already complex process. Following them would help clarify and facilitate planning and implementation efforts.

Lessons Learned

1. **Leadership.** Recruit a committed person who has the personal and positional power to enlist others to the initiative.

2. **Staff support.** Provide one or two persons who can devote a majority of their time for several months to all the logistics of implementation.

3. **Steering Committee.** Enlist those committed persons who by virtue of their office or knowledge can make a meaningful contribution.

4. **Subcommittees.** Recruit persons who have the appropriate knowledge and capability.

5. **Residents.** Include resident representatives in preliminary organizational meetings. Involve them before public announcement of the initiative through the news media.

6. **Special Interests and Priorities.** Recognize that residents in the target area have their own interests, agendas and priorities which may or may not be consistent with proposals.

7. **Inform residents.** Keep residents appropriately and timely informed.

8. **Integrity.** Be consistent between word and deed. Better to not propose than to not deliver.

9. **Problems.** Recognize that problems associated with drugs, crime, and neighborhood deterioration cannot be totally resolved or eliminated. However, they can be managed to diminish their adverse affects on the quality of life.

10. **Perspective.** Focus on the positive and not the negative of what can or cannot be done.

11. **Sustaining Influence.** Recruit dynamic, committed persons to chair the committee and subcommittees during and beyond the implementation stage.

12. **Turnover.** Anticipate and have alternatives to address turnover of key persons during the initiative.

13. **Recognition and credit.** Be sensitive to the politics

of recognition and credit.

14. **Low profile.** Recognize that some on the steering committee may desire a low profile to maintain their credibility with their clientele.

15. **Synergy.** Commit to candid-exploratory discussions. When there is commitment to a common cause, synergy becomes the driving force for implementation.

16. **Plans.** Accept the fact that implementation plans often begin as tentative with incomplete information. They frequently evolve through modification to meet changing circumstances.

17. **Contract labor.** Ensure that renovation and repair projects do not violate contracted labor provisions.

18. **Target area.** Select the target area consistent with need. But also select it consistent with census blocks and police reporting areas to enhance data retrieval.

19. **Target-area tour.** Schedule a tour through the target area for the steering committee. This provides a meaningful frame of reference.

20. **News media.** Enlist the support of local-media editors for appropriate and accurate news coverage of the initiative.

21. **Short term.** Take advantage of opportunities for early short-term successes for both **Weeding** and **Seeding** efforts. If **Seeding** implementation is unreasonably delayed, credibility with residents is diminished.

22. **Long term.** Align long-term commitment. This requires unrelenting persistence and determination to sustain effort.

23. **Youth.** Recognize that long-term also pertains to preparing youth for a responsible life.

24. **Opportunity.** Provide opportunity for youth in the target area. This is often the essence of their involvement in learning and becoming aware of alternatives to drugs and gangs.

25. **Relevance.** Strive for relevance in program efforts for residents and particularly youth.

26. **Residual benefit.** Expect some residual networking among steering-committee members as a result of the initiative.

Summary

Perhaps the most unique feature of the **Weed and Seed**

initiative in Springfield is its inception. It was implemented in a community which was not an officially recognized site for federal-implementation funds. This initiative was achieved through the enlistment and coordination of existing resources in the community.

Initial **Weeding** success is revealed by federal-prison sentences for 56 crack-cocaine distributors. It is substantiated by the fact that most of an additional 37 distributors are in federal custody pending a trial or sentence hearing. The second-year continuation of 22 of the 29 implemented projects demonstrates initial **Seeding** success.

The **Weed and Seed** initiative in Springfield was a balanced achievement. There was significant progress with both **Weeding** and **Seeding** efforts. It is a unique implementation-success story. And one worthy of consideration in future replication efforts.

CHAPTER 1
PROCESS DESCRIPTION

Introduction

Operation Weed and Seed in Springfield, Illinois is a unique implementation-success story. It serves as a model for organizing community action. It reveals what can be achieved when committed persons are aligned with a common cause.

This initiative demonstrates what can be accomplished with existing resources to address crime and neighborhood deterioration. It is an example of opportunities for youth which emphasize alternatives to drug abuse and gang membership. It is a model of what can be achieved without **Weed and Seed** implementation funds.

This introductory chapter presents a process description for the initiative. It summarizes background information and recognizes the leadership which was crucial for success. It includes a brief description of the initiative's preliminary goal, initial planning efforts, law-enforcement and housing-management endorsements, and target-area selection.

It includes the organizational context regarding law-enforcement task forces, steering committee, and planning subcommittees or focus groups. It also describes the designation process for Springfield as an officially recognized **Weed and Seed** community.

Leadership

The efforts of many individuals and organizations were

instrumental to the successful implementation of this initiative. However, the vision and leadership of U.S. Attorney J. William Roberts[1] was most critical.

Roberts chaired the U.S. Attorney General's Advisory Committee. While in Washington in early 1992, he heard about the **Weed and Seed** strategy and pilot projects in other parts of the country. He envisioned what could be done to implement the strategy in Springfield. He believed that it could be achieved without federal-implementation funds. It would require coordination of various public and private-sector resources. It would also require concentration of those resources in specific neighborhoods.

He discussed the strategy with his First Assistant Byron Cudmore[2] who also endorsed it. Both were committed to its implementation. They believed that it would provide a common cause which was compelling enough to enlist others to a shared commitment. That commitment would involve aligning existing resources to improve the quality of life for residents in neighborhoods overcome by crime and deterioration.

During the organizational phase, the U.S. Attorney provided the crucial leadership. Byron Cudmore provided the facilitation and coordination. Patrick F. Vaughan[3] and Sharon J. Paul[4] accomplished most of the logistical tasks. These three staff persons devoted a majority of their work time for several months to this initiative. A process timetable for forty-nine key steps or events is presented in Appendix A.

In the opinion of many subsequently involved with the initiative, implementation would not have been achieved without the perseverance and determination of the U.S. Attorney and his staff.

Preliminary Goal

The initial, short-term goal for the Springfield initiative was the implementation of a strategy. The strategy was a complementary two-fold process: **Pull the Weeds** and **Plant the Seeds**. Essentially it was an attempt to reduce drug trafficking and related crime in the target area and promote neighborhood revitalization.

Pulling the Weeds would be achieved through a coordinated law-enforcement effort by two multiple-agency task forces which were already organized and investigating drug crimes. These task forces would target drug trafficking and associated organized-gang activity and illegal-firearm possession in the target area.

Planting the Seeds would be achieved through implementation of various human-service projects. This would involve utilizing and coordinating existing public and private-sector resources. These efforts were intended to reverse neighborhood deterioration and nurture revitalization. They would also enhance youth awareness regarding alternatives to drug abuse and gang membership. These endeavors would promote the quality of resident life.

Initial-Planning Efforts

Target Area. The target area included four public-housing neighborhoods. Housing in three of the neighborhoods is managed by the Springfield Housing Authority. These include the John Hay Homes, Brandon Addition and Johnson Park. The fourth neighborhood is Evergreen Terrace. Its housing is privately managed.

The target area was selected in conjunction with local law-enforcement officials and housing management. This involved significant endorsement and commitment from the Executive Director of the Springfield Housing Authority and the Manager of Evergreen Terrace. More specific information regarding the target area and its selection is presented in Chapter 2.

Law-Enforcement Committee Endorsement. After obtaining the support and commitment of housing management, the U.S. Attorney discussed the proposed initiative with his law-enforcement steering committee.[5] The committee was enthusiastic in endorsing the proposed initiative.

News Media. The U.S. Attorney met with local-media editors to describe the **Weed and Seed** concept. He also enlisted their support in disseminating accurate information to the community regarding the initiative.

A preliminary question and answer session was scheduled for local-media reporters prior to the public announcement of the initiative. This and the meeting with editors provided a foundation for media support.[6]

Organizational Aspects

Weeding. The foundation for the **Weeding** phase was a law-enforcement coalition. This coalition included 18 persons representing 12 criminal-justice agencies. They are identified in Appendix **B.**

The coalition was organized and coordinated by the First Assistant U.S. Attorney. This phase of the strategy included two multiple-agency task-force operations and coordination of state and federal prosecutions. Both task forces concentrated on cocaine and crack-cocaine distribution. One focused on the lower-level or street dealer. The other focused on the higher-level or gang-organized dealer.

The **Weeding** process is described in greater detail in Chapter 3.

Seeding. The foundation for this phase of the initiative was a crucial enlistment of public and private-sector agencies and organizations. This resulted primarily from the U.S. Attorney's recruitment efforts.

As U.S. Attorney and a former State's Attorney of Sangamon County which is located within the Central District of Illinois, J. William Roberts is a well-respected public figure. He has significant community contacts. He was most effective in aligning 53 organizations and agencies with the initiative. They provided resources and/or support which significantly contributed to "**seeding**" project implementation. These organizations and agencies are identified in Appendix C.

Seed-Steering Committee. Organization of a Seed-Steering Committee was a critical means to enlist public and private-sector support for the initiative. The U.S. Attorney invited 33 persons to a committee-organizational meeting. These persons represented various service providers, civic organizations, and governmental agencies. The purpose of the meeting was to present and discuss the proposed initiative. The purpose of the committee was to plan for the implementation of **Seed** projects.

The U.S. Attorney invited each of the 33 persons by personal letter. Letters were followed up with personal telephone calls from him or his First Assistant. Telephone calls were followed through with personal visits. As a result of this enlistment effort, all those invited attended the meeting. All enthusiastically endorsed the proposed initiative and became a member of the steering committee.

Appendix D consists of a copy of the invitation letter. Appendix E presents the agenda for the meeting. By November 1992, the Steering Committee had increased to 77 persons who by virtue of their office or knowledge could make a meaningful contribution to the committee. Appendix E identifies by name and title the members of the Steering Committee.

Subcommittees. A second steering-committee meeting was scheduled for the following week. It was hosted by U.S. Attorney Roberts and Robert Blackwell,[7] Executive Director of the Springfield Housing Authority. The purpose of this meeting was to determine those committee members who were interested

in serving on a subcommittee. Subcommittees were subsequently designated into six focus groups for 38 Steering-Committee members.

The **Seeding** process is described in greater detail in Chapter 4.

Announcement of the Initiative

At a May 1, 1992 news conference, U.S. Attorney Roberts announced the organization of **Operation Weed and Seed** as a community initiative. There were 30 persons from the steering committee who joined him at the news conference.

During the conference, he described the two-fold strategy of the initiative, its goal and the target area. He emphasized the need to address drug trafficking, related crime and deterioration in public-housing neighborhoods.

He summarized how the strategy could be accomplished without federal-implementation funds. He emphasized that it would require **coordination** and **concentration** of existing resources, **community policing**, and **community participation**. These would be the essential prerequisites for success.

The U.S. Attorney stated that arresting drug dealers was the first part of the initiative to reduce drug trafficking and related crime in the target area. The second phase involved directing help to the residents. After the drug dealers were removed, efforts would be made to revitalize the neighborhoods, provide them with a wide range of community and social services,

and provide youth awareness about alternatives to drug abuse and gang membership.

Official Recognition

In November 1992, the U.S. Attorney forwarded a request to the Attorney General for official recognition of **Operation Weed and Seed** in Springfield. Communities officially recognized as **Weed and Seed** sites qualify more readily for existing federal funds. Official recognition in part requires a community to have an established comprehensive, community-based strategy. Federal requirements and the procedure for official recognition as a **Weed and Seed** community are included in Appendix G.

In requesting official recognition, the U.S. Attorney emphasized that current drug trafficking and violent crime in public-housing neighborhoods had a significantly adverse influence upon the quality of life for residents.

This made implementation of the strategy imperative even though Springfield wasn't an officially recognized city. Therefore, steps were taken to organize the initiative without federal funds.

He cited his First Assistant's efforts to organize and coordinate a **Weeding** coalition among law-enforcement agencies. This coalition clarified inter-agency task force responsibilities for subsequent drug enforcement missions. He also referred to the number of criminal indictments which resulted from the initiative as evidence of mission success.

The U.S. Attorney also summarized highlights of **Seed**

projects in support of the recognition request. He described that they were implemented through the involvement and commitment of 53 public and private-sector organizations in the community.

The accomplishments cited in the request were most compelling. In January 1993, **Operation Weed and Seed** in Springfield received notice that it had been granted official recognition by the U.S. Department of Justice as a **Weed and Seed** community.

Summary

This introductory chapter provides a general overview of the initiative. It pertains to leadership and initial planning and organizational effort. This leadership and effort provided the foundation and framework for what was subsequently achieved during the "**weeding**" and "**seeding**" phases of the initiative. These achievements are described in greater detail in subsequent chapters of this report.

CHAPTER 2
TARGET NEIGHBORHOODS

General Context of Initiative

Springfield is the capitol city of Illinois and centrally located in the state. It is the county seat for Sangamon County. It has a rich historic heritage which promotes tourism.

Due to the city's governmental and historic environment, the city has a very service-oriented police department. There are 221 commissioned officers. During 1991 there were 107,417 calls for service and 109,300 (+1.8%) in 1992.

According to 1990 census data,[8] Springfield's population was 105,227. The data revealed that of the 56,342 citizens in the work force, 95 percent were employed. Federal, state and local government employed 35 percent of the city's labor force.

Target-Area Selection

Most logical focus. Public-housing neighborhoods in many American cities suffer from violent crime, drug trafficking and gang activity. Often more so than other neighborhoods in the community. This common condition existed in Springfield. Public-housing areas were the most logical focus in terms of need for the **Weed and Seed** strategy.

Census data also revealed that there were 48,500 housing units in the city, and 45,006 (92.8%) of these were occupied. Four public-housing neighborhoods were selected as the target area. These neighborhoods included 1,005 housing units (2%

of the city total) of which 602 (60%) were occupied.[9] This small target area provided for concentration of resources. Appendix H consists of a partial city map which designates the target area.

Basis of selection. These four neighborhoods were selected by law-enforcement officials and housing management. The selection was based upon their experience and empirical knowledge. Specific crime and census data were not reviewed in the selection process. They were well aware of drug dealing and associated gang violence in these neighborhoods. It was their conviction that the target area needed assistance to promote neighborhood revitalization.

Based upon their knowledge and experience, they believed that drug crimes and residual gang activity, violence and illegal firearms needed to be addressed. Neighborhood deterioration needed to be reversed. Long-term efforts to reduce crime and drug abuse needed to be introduced.

The target area included John Hay Homes, Brandon Addition and Johnson Park which are managed by the Springfield Housing Authority (SHA). Also included was Evergreen Terrace which is privately managed by the New Frontier Management Corporation in Springfield. There already were collaborative efforts between the two management entities. This included some sharing of facilities for resident services. The SHA also provided contract administration for Evergreen Terrace for Section 8 Housing.

Prior to and during the initiative, the Springfield Police Department deployed a six-officer Proactive Crime Unit. Officers

in this unit used various overt and covert patrol and enforcement tactics to address crime in the city.

This unit devoted considerable time and effort in the target area in addition to regular patrol officers. It focused on drug trafficking, burglaries, motor vehicle thefts and various order maintenance offenses such as disorderly conduct, prostitution, and liquor violations.[10]

These circumstances made these four neighborhoods the most logical target area for the initiative.

Target-Area Demographics (August 1, 1993)

Housing Units. The privately managed Evergreen Terrace consists of 284 living units with 20 (7%) vacant.[11]

John Hay Homes is the largest SHA housing area. It consists of two-story brick buildings with 599 living units. However, 331 (55.3%) of these units are vacant primarily for renovation. The Hay Homes were built to provide temporary housing during the post-World War II housing shortage.

Brandon Addition consists of 74 living units with 37 (50%) vacant. Johnson Park consists of 48 living units with 15 (31.3%) vacant.[12]

Vacancies in the SHA living units result from renovation to remove lead-base paint and water lines.

Residents and Age Categories. Resident totals and their age categories for each neighborhood in the target area are presented in Table 1.

Table 1. Target Area Resident Totals and Age Categories

Area	1-17 years		18-64 years		65+ years		total
·nn Hay Homes	586		340		19		945
·andon Addition	246		59		2		307
nson Park	198		77		6		276
·ergreen Terrace	402		262		2		666
Total	1427	(65.1%)	738	(33.6%)	29	(1.3%)	2194

The 2,194 residents in the target area were 2.1 percent the city's population. However, the 1,427 children were percent of the city's total. The proportionately smaller ·cent of residents in the target area was consistent with ·centration needs. Also youth-focused projects had more ·ential because of the proportionally greater concentration ·outh in the target area. Sixty-five percent of the residents ·he target area were 17 years of age or younger.

Racial Diversity. Target-area residents are predominately ·ican-American. Racial diversity percentages are presented ·able 2.

Table 2. Racial Diversity of Target Area

Area	African-American	Caucasian	All Other
Hay, Brandon and Johnson Park	95.3%	4.5%	.2%
Evergreen Terrace	90.5%	8.8%	.7%

Patrol-Area Crime[13]

Data-Retrieval Difficulty. The Springfield Police ·partment files reported crimes by patrol beat area. The target

area is a small part of three beat areas. The John Hay Homes are geographically approximately 6 percent of beat area 2. Evergreen Terrace is approximately 6 percent of beat area 4. Brandon Addition is approximately 2 percent of beat area 4. Johnson Park is approximately 4 percent of beat area 9.

Therefore, reported crime data for the target area are limited because it is not readily retrievable. No specific crime data are available for Johnson Park because it is partially dispersed through several grid-reporting areas. Neither aregang-related crimes nor illegal-firearm offenses readily retrievable for the target area.

This prevents comparison of crime data in the target area with that in the city. It also precludes the determination of proportionate or disproportionate levels of crime in the target area.

For example, there were 114 residential and non-residential burglaries (excluding vehicle burglaries) and 45 robberies reported during 1992 from the Hay Homes, Brandon Addition and Evergreen Terrace. These areas include 569 occupied housing units or approximately 1.3 percent of the city's total. The 1,918 residents represent approximately 1.8 percent of the city's population.

However, reported residential and non-residential burglaries for the city are not readily retrievable separately for valid comparison. Although the 114 burglaries represent 4.9 percent of the city's total, this doesn't compare residential burglaries in the target area with those in the rest of the city. The

45 robberies were 11.2 percent of the city's total. However, this is not a comparison of robberies in residential areas with other residential areas in the city.

Available-Crime Data. Reported crimes for the target area (excluding Johnson Park) are limited to crime-index offenses and drug offenses. Index offenses include murder and non-negligent manslaughter, criminal-sexual assault, robbery, aggravated assault, burglary, theft, motor vehicle theft and arson.

Reported target area crime-index and drug offense totals during three and a half years are presented in Table 3. Reported drug-offense totals and 1993 index-crime offense totals were not readily retrievable for the city.

Table 3. Crime-Index and Drug Offenses

Area	1990		1991		1992		Jan.-June 1993	
	Index	Drug	Index	Drug	Index	Drug	Index	Drug
City total	8326		9951		9755			
Hay Homes	77	23	156	30	98	24	121	43
Brandon	28	1	35	5	21	1	17	4
Evergreen	84	8	65	8	23	2	98	11
Total	189	32	256	43	142	27	236	58
% City total	2.3		2.6		1.5			
% population	1.8		1.8		1.8			

This crime data do not strongly support the proposition that the target area was experiencing a disproportionate level of reported index crimes. For example, the 142 index crimes in 1992 represent 1.5 percent of the city total for the target

area which represents 1.8 percent of the city's population.

Crime Factors and Considerations. Various factors influence the occurrence of crime. Thirteen of these factors are identified in the annual U.S. Department of Justice publication **Uniform Crime Reports.** These factors and related considerations are summarized in Appendix I.

Since crime occurrence is influenced by various factors, crime data is often inconclusive. For the most part, such is the case with the preliminary crime data from the target area. However, the data does present some interesting considerations which are beyond the scope of this report.

For example, reported crime-index offenses and drug offenses from the target area significantly increased the first six months of 1993. The increase for index offenses during these six months exceeded the twelve-month total for 1990 and 1992 and almost equaled that for 1991. Drug offenses for these six months significantly exceeded the twelve-month totals for the previous three years.

Several factors could contribute to this. Similar trend fluctuations may have occurred prior to 1990. Additional police efforts in the target area during the initiative may have resulted in increased detection and interception of offenses. Residents may have been more inclined to report crime than in previous years. This may have been encouraged through increased officer foot patrol and talking with residents in the target area. The increase may also represent an actual increase, particularly if some crime has been displaced from other areas

of the community.

When special initiatives are taken and sustained to address crime in a neighborhood, it isn't unusual to experience an increase in reported crime for the following year or two before reported offenses begin to stabilize or decrease.

For these reasons, crime data during the first two years of the initiative must be placed in proper perspective. While such information provides a basis for concern, it is inconclusive and must be considered with caution.

Target-Area Disturbances[14]

Subsequent events in portions of the target area provided evidence of the need for the **Weed and Seed** initiative.

During the two nights following the U.S. Attorney's news conference and announcement of the initiative, rioting occurred in and near the John Hay Homes. The rioting was precipitated by the acquittal of four Los Angeles police officers prosecuted for beating Rodney King.

There were 27 adults and four juveniles arrested for various offenses associated with the rioting. Only four of those arrested lived in the area of the mob action.

Property damage resulting from the rioting was estimated at $500,000. It included seven apartments burned, a housing authority administrative building and recreation center burned, a meat market looted and burned, a retail store looted, a retail store vandalized, five apartments vandalized, and several police and fire vehicles damaged.

One month later there were crowd disturbances in the Hay Homes, Evergreen Terrace and the Brandon Addition. This involved an Evergreen Terrace duplex gutted by fire, streets littered with broken glass bottles, a shooting in the Brandon Addition, and "shots-fired" calls in the Hays Homes.

The following month city police arrested several persons on weapons charges and seized several firearms in Evergreen Terrace after one person was shot and several residences and vehicles were struck by gunfire. According to police "shots-fired" calls are not uncommon in the area.

Again the next month city police responded to a shooting and bottle-throwing crowds in the Hay Homes area. This resulted in assignment of several additional patrol officers to supplement the six officers of the Neighborhood Targeted Policing Unit which routinely patrols the area.

Summary

The **Weed and Seed** strategy proposes the coordination and concentration of resources for a specific area in need of neighborhood revitalization. The area selected in Springfield was relatively small geographically. This and the limited number of housing units and residents facilitated coordination and concentration endeavors. Current circumstances and recent events certainly demonstrated the need for assistance in addressing crime and neighborhood deterioration.

CHAPTER 3
WEED DESCRIPTION AND EVALUATION

Organizational Context

Task forces. With the leadership and coordination of the First Assistant U.S. Attorney, two multiple-agency task forces were organized. Personnel from 12 agencies were involved with the two task forces. Each task force consisted of eight to 10 personnel assigned by their agency. The 12 agencies are identified in Appendix J.

These task forces had been involved in extensive investigations for approximately six months prior to the announcement of **Operation Weed and Seed.** Their investigations primarily targeted cocaine and crack-cocaine distribution. Targets included organized cocaine trafficking through gangs and illegal-firearm offenses.

One task force was coordinated by the local office of the Federal Bureau of Investigation (FBI). This task force focused on distribution which involved smaller quantities. The offense was targeted instead of the person. The rationale was to remove anyone who was trafficking in any quantity of cocaine at the street level.

The second task force was coordinated by the local Drug Enforcement Administration (DEA) agency. This task force concentrated on distribution involving larger quantities. By targeting these offenses, task-force investigations would focus on conspiracies among persons or organized gang members who supplied street dealers or who were associated with bringers

cocaine into Springfield. This task force was coordinated by Assistant U.S. Attorney David Risley.

Community policing. In addition to the two task forces, there was also a City Police Proactive-Crime Unit. This unit was significantly involved in the target area. According to the Acting Chief of Police,[15] community policing efforts in the target area consisted primarily of the Proactive Crime Unit.

This Unit was deployed in addition to regular patrol officers assigned to the beat area. It consisted of 6 patrol officers who had discretional latitude to use various proactive or covert tactics to address crime problems.

These tactics included uniform and plain-clothes foot patrol, marked and unmarked vehicle patrol, and surveillance. The unit concentrated on drug offenses, robberies, burglaries, motor-vehicle thefts, prostitution and liquor offenses. However, City Police arrest totals for the target area are not available.

There are plans as of August 1993 to expand this effort into a Neighborhood-Target Policing Unit for the public-housing areas. This new initiative is expected to include officers from the current Proactive Crime Unit. It will also include officers with drug-education and crime-prevention skills. The expanded unit will consist of 10-12 officers and a sergeant to work more closely with neighborhood residents to address crime problems.

This plan would be consistent with current police efforts to be more visible and promote more opportunity for officer and resident interaction. The police department has a

store-front project, bicycle patrol and walk-and-talk patrol in the general target area.

The deployment of the special unit in the target area in combination with the task forces demonstrated significant commitment to the **Weed** phase of the initiative.

Investigation guidance and review. Through close coordination and frequent liaison, the First Assistant U.S. Attorney provided guidance for task-force investigations as to what was needed for prosecution. Investigations included covert tactics, special-information sources and audio-video technology.

In addition to task-force investigations, the First Assistant U.S. Attorney reviewed cocaine-related arrest reports from the Springfield Police Department. The purpose of this review was to identify potential cases for federal prosecutions.

Prosecution coordination.[16] The U.S. Attorney and the Sangamon County State's Attorney agreed that task-force investigations of persons distributing crack cocaine would be prosecuted by the U.S. Attorney in the Federal District Court. Enhanced federal penalties for this offense were the basis for this agreement. Those possessing crack cocaine would be prosecuted by the State's Attorney in the Sangamon County Circuit Court.

This agreement was facilitated through the efforts of their first assistants. Both assistants had previously worked together in the U.S. Attorney's Office.

Therefore, all drug-related indictments in the county

circuit court resulting from task-force investigations were for possession of crack cocaine. While these prosecutions were for lesser amounts of crack cocaine, the penalty upon conviction under state law also provided for imprisonment. This was consistent with the objective to remove the offender from the target neighborhood.

Indictments

Total indictments. Task-force investigations resulted in 212 persons indicted. Cocaine and crack-cocaine offenses accounted for 185 (87%) of the 212 indictments. There were 111 indicted in Federal District Court[17] and 98 indicted in the Sangamon County Circuit Court.[18] Three persons were indicted for possession of a stolen-motor in Montgomery County Circuit Court. These indictments were obtained in eight separate rounds during the first 16 months of the initiative. Table 4 presents federal and state indictment totals by offense.

Table 4. Indictments by Court and by Offense

Court	Crack-Cocaine Distribution	Crack-Cocaine Possession	Other Offenses	Total	Percent
Federal	102		9	111	52.4
State		83	18	101	47.6
Totals	102	83	27	212	100.0

The nine federal indictments for other offenses included two for a drug-related murder, five for arson and two for interstate transportation/sale of stolen-motor vehicles. The

18 state indictments for other offenses included 11 for burglary, three for unlawful sale of stolen-motor vehicles, three for possession of a stolen-motor vehicle, and one for criminal damage to property less than $300 in value.

Unlawful-firearm offenses associated with the **Weed** initiative were prosecuted as part of the U.S. Attorney's Triggerlock program.[19] This program focused on active-violent criminals who qualify for enhanced penalties under federal-firearm penalties. Consequently firearm-offense indictments were not accounted for separately as part of the **Weed** initiative.

First round. The first round included 56 persons charged for various drug-related offenses. These indictments resulted from a six-month investigation by the task forces. The 56 included 36 indicted in federal court and 20 in the county circuit court.

Second round. The second round included 20 persons indicted for drug-related charges. Ten were indicted in federal court and 10 in county circuit court.

Following the second round, the U.S. Attorney emphasized that 76 persons indicted within the first three months of the initiative had significance. It demonstrated a law-enforcement partnership that was serious about **Weeding** out drug traffickers.

Third round. The third round of drug-related indictments included 10 persons charged in federal court and 10 in county circuit court.

Fourth round. The fourth round of drug-related indictments included six persons in federal court and 11 in county circuit

court. Another eight persons were charged for motor vehicle theft-related offenses. Two were indicted in federal court, three in Sangamon County Circuit Court, and three in Montgomery County Circuit Court.

Fifth round. The fifth round involved 38 persons. This included 17 persons charged as a result of rioting in the Hay Homes area during May 1992. Five were indicted in federal court for arson. Twelve were charged in county circuit court for riot-related charges.

This round also included 21 persons charged with crack-cocaine offenses. Eleven of these were indicted in federal court. These 11 represented gang-organized drug traffickers who were concentrated in the Brandon Addition of the target area. Ten persons were indicted in county circuit court.

Sixth round. This round involved two persons indicted in federal court as a result of a task-force investigation regarding a drug-related murder.

Seventh round. The seventh round of drug-related indictments included 21 persons indicted in federal court and 12 in county circuit court.

Eighth round. The eighth round of drug-related indictments included 8 persons indicted in federal court and ten in county circuit court.

The 212 indictments demonstrated a **coordination** and **concentration** of investigative resources involving multiple law-enforcement agencies. It also was an exceptional example of **coordination** and **concentration** of prosecution resources

between the U.S. Attorney and the Sangamon County State's Attorney.

Impact Evaluation

Evaluation factor. The predetermined factor to evaluate **Weeding** effectiveness was conviction of persons who committed target offenses. Task-force investigations obtained evidence which enhanced prosecution and the potential for conviction.

Penalties for cocaine distribution or possession of cocaine base under both federal and state law provide for imprisonment. Conviction and imprisonment were considered to be a most effective **Weeding** process to remove persons who commit these offenses from the target area.

Prosecution status. The prosecution status through September 13, 1993 for all 212 indictments is summarized in Table 5 according to three categories: conviction, pending or dismissed.

Some were multiple-count indictments. However, only the greater-penalty offense is included to reduce confusion.

Table 5. Prosecution Status

Indictments		Conviction	Pending	Dismissed
Federal	111	94 (84.7%)	8 (7.2%)	9 (8.1%)
State	101	42 (41.6%)	45 (44.5%)	14 (13.9%)
Totals	212	136 (64.2%)	53 (25.0%)	23 (10.8%)

Weeding goal. The initiative's "**weeding**" efforts were directed toward "pulling the weeds," i.e., removing through

arrest, prosecution, conviction and imprisonment those persons who commit target offenses. Federal prosecution occurred to take advantage of enhanced penalties for imprisonment under federal laws.

Penalties.[20] Conspiracy to distribute more than 50 grams of cocaine has a federal penalty of a minimum of 10 years to life imprisonment and a fine up to $4,000,000. Distribution of 5 grams or more of cocaine base has a mandatory minimum of five up to 40 years imprisonment and a fine up to $2,000,000. Distribution of five grams or less of cocaine base has a penalty of up to 20 years imprisonment and a fine up to $1,000,000.

The federal penalty for possession of five grams or more of cocaine base has a minimum 5 up to 20 years imprisonment and a fine up to $250,000. The state penalty for possession is not less than 1 or more than 3 years imprisonment and a fine up to $10,000.

The federal penalty for murder is 20 years to life imprisonment. The state penalty for burglary is 3 to 7 years imprisonment and a fine up to $10,000. The federal penalty for interstate transportation/sale of a motor vehicle is up to 5 years imprisonment and/or a fine up to $250,000.

The state penalty for unlawful sale of stolen-motor vehicles is not less than 4 or more than 15 years imprisonment. The state penalty for criminal damage to property under $300 in value is up to 1 year imprisonment and a fine up to $1,000.

Federal sentences.[21] Sentence results through September 13, 1993 for 57 convicted persons are summarized in Table 6

for target cocaine offenses. These include distribution, possession with intent to distribute and conspiracy to distribute.

Table 6. Federal Sentence Results

Number of Persons	Probation or Workcamp*	Months Imprisonment 1-24	25-48	49-72	73-96	97-120	121+
2 (3.5%)	X						
18 (31.6%)		X					
16 (28.1%)			X				
8 (14.0%)				X			
2 (3.5%)					X		
5 (8.8%)						X	
6 (10.5%)							X
57 100%							

*The sentence of probation resulted from cooperation provided by the defendant.

Removal from target area. Federal-prison sentences removed 56 crack-cocaine distributors from the target area during the first 16 months of the initiative. There were 37 removed for more than 2 years and 19 for 2 years or less.

At the end of these 16 months most of an additional 37 defendants charged with crack-cocaine distribution were in federal custody pending a trial or sentence hearing. This occurred through assertive U.S. Attorney efforts to obtain pre-trial or pre-sentence detention. Pre-bail reports were used effectively to justify higher-bail requests.

State sentences.[22] State prosecutions through September 13, 1993 resulted in conviction and sentencing of 42 persons. This includes 37 for possession of crack cocaine and five for

burglary. The sentences for these 42 persons are summarized in Table 7 with the five for burglary denoted by an asterisk.

Table 7. State Sentence Results

Number of Persons	Months Probation					Days in County Jail			Years in Prison	
	12	15	18	24	30	5-30	60-100	180	1	2
4*				X			X			
1*					X		X			
1				X				X		
1					X					
2					X			X		
1					X		X			
4				X						
1				X		X				
1						X				
1	X					X				
1			X				X			
5			X							
15	X									
1		X					X			
2									X	
1										X
42 (total)										

These sentences removed six persons from the target area at least 180 days, and eight at least 60 days.

Weeding effect. Federal custody as a result of prison sentence or pending prosecution or sentencing reveals significant success in achieving the "**weeding**" goal. State sentences did not remove convicted persons from the target area to the extent that federal sentences did. This demonstrates the need for federal prosecutions whenever enhanced penalties are available for more effective "**weeding**" results.

Federal sentences are pending for 37 convicted persons, and prosecution is pending for 8 persons. State prosecutions

are pending for 45 persons.

Perhaps one of the most remarkable results of the "**weeding**" effort was against organized-gang distribution of cocaine. A network of gang members had ruled Springfield's drug trade for the previous five years. Their purpose was to control cocaine distribution in the city's public-housing neighborhoods.

Gang members were responsible for a drug-related murder, random shootings, cocaine distributions worth millions of dollars, and unlawful possession of assault-type firearms. Three persons led the local drug trade. Two of them headed separate gangs which included members of rival regional street gangs. Collectively they distributed as much as one kilogram of cocaine a day. These three were taken into custody in the first round of indictments. This type of organized-unlawful activity was the target of one of the task forces.

Another example of organized-drug activity involved a mother and son who both resided in Brandon Addition. The son was indicted for conspiracy to distribute more than 50 grams of cocaine base. He arranged for the transportation of cocaine into the neighborhood. His mother was indicted for knowingly and intentionally maintaining a place for manufacture or distribution of cocaine base. These two were taken into custody during the fifth round of indictments.

Housing management maintains that there is a significant improvement in the neighborhood since the removal of these two persons. There is less resident fear and children now play outside. This is supported by the survey of residents from

Brandon Addition.

According to housing management, the "**weeding**" initiative also resulted in approximately five residents moving from the target area. These five were suspected-drug dealers according to other residents. Their leaving the target area was considered a residual benefit because evictions are difficult to obtain under such circumstances.

These are examples that "**weeding**" efforts can be successful.

Summary

This chapter was devoted to the **Weeding** phase of the initiative. It describes the organization context and mission of two multiple-agency task forces. The **Weeding** goal was the arrest, prosecution, conviction and imprisonment of persons who commit target offenses, particularly cocaine distribution.

Task-force investigations resulted in 212 indictments. The status of these indictments was summarized as to prosecution, convictions, sentences, cases pending and cases dismissed. The effect of the **Weeding** effort was significant. Federal-prison sentences removed 56 crack-cocaine distributors from the target area during the first 16 months of the initiative. At the end of this period, most of an additional 37 persons charged with crack-cocaine distribution were in federal custody pending a trial or sentence hearing.

These results demonstrate the effectiveness of federal prosecutions to take advantage of enhanced penalties under federal law for crack-cocaine offenses.

CHAPTER 4
SEED DESCRIPTION AND EVALUATION

Organizational Context

Steering-committee meeting. The U.S. Attorney and the Executive Director of the Springfield Housing Authority hosted a steering-committee meeting April 29, 1992. There were 38 persons invited, and all attended.

The purpose of the meeting was to determine those committee members who were interested in serving on a subcommittee. A subcommittee-preference form was disseminated. This form was a means to determine which subcommittee was most appropriate for individual participation and contribution. Appendix K consists of a copy of the invitation letter. The preference form is presented in Appendix L.

Focus groups. Initially there were two subcommittees. One for human-services and another for area improvement and beautification. Each had several areas of focus for Seed projects.

Thirty-eight steering-committee members desired to participate in various areas of focus. Therefore, the two subcommittees were reorganized into six focus groups for these persons. They were assigned to a focus group by the U.S. Attorney's staff. Assignment was based upon their interest and ability to make a meaningful contribution toward project implementation. The six focus groups and their members are identified in Appendix M.

Focus-group meetings. Focus-group meetings were scheduled

by the U.S. Attorney's staff. They were chaired by the First Assistant U.S. Attorney. This was by design so that project planning could be expedited without time consuming committee process. This was realized in that meetings were completed within two to three hours; and there were only three to four meetings for each focus group.

These meetings initially involved exploratory discussions or "brain-storming" sessions to identify potential **Seeding** projects and potential resources for implementation. Subsequent meetings focused on approved projects. These meetings included implementation plans, assignment of responsibilities for follow-through and progress review.

Recommendations were submitted on project identification-submission forms for steering-committee consideration and approval. Progress reports were submitted for each approved project to the U.S. Attorney's staff. These reports were reviewed by housing-management staffs or the executive board for Safe Haven (which was one of the **Seeding** projects). They also provided a frame of reference for overall coordination and tracking purposes.

An identification-submission form is presented in Appendix N. Appendix O consists of the progress-report form. A list of approved projects are presented in Appendix P.

Project Implementation

Facilitating factors. In addition to focus-group endeavors, there was crucial involvement of the Springfield Housing

Authority and Evergreen Terrace management staffs. Housing management and focus groups were the essence of project implementation. These persons demonstrated time and again their committed determination to achieve project implementation.

They were resilient when necessary to make adjustments to encourage agencies or businesses to provide various services, equipment, material, labor, or funds.

Without the dedication and perseverance of these key persons to a common cause, the **Seeding** phase of the initiative would not have occurred. They demonstrated what can be accomplished when uninhibited by concerns about who gets the credit.

Also when various organizations and agencies in the community learned more about the initiative, the more interested they were to become involved.

Constraining factors. Without exception, the foremost constraining factor mentioned by all interviewed persons was limited funding or availability of resources. However, this didn't diminish their determination.

There were no serious problems which threatened project implementation. There were no difficult conflicts which had to be resolved to preserve the initiative. There were no major setbacks. Any problems or conflicts which may have existed were insignificant, temporary or lost in the general enthusiasm of project implementation.

There were some considerations which could have a constraining influence to varying degrees if disregarded or not given proper attention. These considerations are presented

as Lessons Learned in Chapter 6.

Results and status. During the first year the focus groups proposed 36 **Seeding** projects. These, plus five proposed the second year, and their implementation status through August 1993 are presented in Appendix Q.[23]

One of the most noteworthy projects was Safe Haven. This project provided 415 individual youth in the target area with a safe place for after-school study, tutoring and programmed activity. Programmed activities included:

Boy Scout Troop	Teen Talk Club	4-H Club
Girl Scout Troop	Photography Club	Drama Club
Junior Achievement	Modern Dance Club	Talent Club
Music Club	Writer's Club	Aerobics Club
Skating Club	Bowling Club	Movie Club
Art Club	Crafts Club	Birthday Club

There were 64 children who, on average, attended Safe Haven at least once per week; and 98 children attended at least twice per month.

Safe Haven is unique and an exceptional example of resourcefulness and community involvement. It included a dedicated project director,[24] staff and approximately 50 adult volunteers (some of whom were parents) who assisted throughout the entire project.

Ten of the students were recognized at an awards ceremony for their good standing and high achievement. Their recognition will include a trip to Disney World which is funded by the Day Care Council of Illinois. Staff and volunteers were also recognized at the awards ceremony.

The U.S. Attorney was the catalyst for Safe Haven by obtaining a $25,000 implementation grant from the Bureau of Justice Assistance, U.S. Department of Justice. The Illinois Coalition for Community Services provided an additional $26,200 and the Sangamon County Foundation an additional $1,000.

An Executive Board was created to provide oversight of the project, its staff and volunteer assistants. A nine-page summary of the Safe Haven project is presented in Appendix R. This summary includes an overview, objectives, design, development, staffing, security, study assistance, activities and a budget proposal.

Impact Evaluation

The **Seeding** phase of the initiative by its very nature has long-term implications. Obviously long-term evaluations cannot be determined within the first sixteen months. The long-range effects of this initiative are beyond the scope and intent of this report.

Evaluation criteria. However, there are preliminary indicators of short-term or initial success. The predetermined criteria were very simple to determine implementation success. It was a candid, two-fold question: Was the project implemented? If so, did it continue? In other words, was the **Seed** planted? If so, did it take root?

These criteria are indeed only preliminary indicators. Nonetheless, implementation and its continuation provide the critical foundation for long-term results. Without it there

is no long-term effect.

Implementation results. Table 8 summarizes the first-year overall implementation results for the 36 proposed **Seeding** projects. Table 9 summarizes the second-year continuation status.

Table 8. First-Year Project Implementation Results

First Year		
Implemented	Partially Implemented	Not Implemented
26 (72.2%)	3 (8.3%)	7 (19.5%)

Table 9. Second-Year Project Continuation Status

Second Year		
Continued	Not Continued	Pending
22 (75.9%)	5 (17.2%)	2 (6.9%)

For the 36 proposed projects, 26 were fully and three were partially implemented. The second-year status of these 29 was determined. This revealed that 22 continued, five were discontinued and two were pending. The 26 projects represent an implementation-success rate of 72 percent, and the 22 represent a 76 percent continuing-success rate.

Proposed project evaluation. Safe Haven was one of the most extensive projects implemented. It was intended to better prepare youth for a responsible life and increase their awareness of options to drug abuse and gang membership. It will continue

the second year as a result of funding commitments. This includes a $30,000 grant from the City of Springfield, $12,500 from the Illinois Department of Children and Family Services through the Illinois Coalition for Community Services, and $4,000 from the Springfield Clearinghouse Association.

During the second year, it will expand its program to include the entire school year. Eighteen activities will continue and two additional are expected to be implemented. These two will include a Tennis Club and a Swimming Club.

Also during the second year, efforts will be made to evaluate what (if any) influence the Safe Haven project had upon participating students during the 1993-94 school year.

This evaluation will be conducted under the guidance of Professor John Taylor from the University of Illinois, Urbana-Champaign. Although the evaluation has not been completed at the time of this report, a preliminary survey of certain parents has occurred. It included the parents of 98 children who had attended Safe Haven at least 12 times during the school year.

The survey will determine parental opinions and perceptions regarding the project's influence upon their children. It will also ascertain their suggestions as to improving the project and making it more convenient and accessible for youth.

The survey was conducted confidentially and anonymously under the auspices of the Center for Prevention Research and Development at the University of Illinois.

Summary

The Seeding phase of this initiative demonstrates what can be achieved by enlisting and coordinating existing resources from various public and private-sector organizations in the community. But there is another dimension to what occurred. Perhaps there was some benefit from the lack of **Weed and Seed** implementation funds. It eliminated any occasion for discussion or disagreement as to how best to allocate such funds. It clarified a common cause. It challenged the focus groups to achieve under more difficult circumstances.

It promoted resourcefulness. This was evident in enlisting crucial volunteer labor and obtaining donated material for various projects. Although no monetary value has been determined for this labor and material, funds were received from various local and state sources. These funds were leveraged in conjunction with the labor and materials. These leveraged funds are summarized in Appendix S. This complementary strategy was crucial and enhanced implementation of certain projects.

CHAPTER 5
NEIGHBORHOOD RESIDENT SURVEY

Introduction

As part of the impact evaluation, 80 adult residents from the target area were randomly surveyed. The survey was neither intended nor developed for statistical validity. However, it does provide some preliminary indication of probable resident perceptions regarding the initiative and related matters.

Methodology

Perceptions are real in the eye of the beholder. Therefore, an anonymous, random sample of 80 (10.4%) adult residents from the target area was completed. The sample included only those residents who had resided in the neighborhood the past two years. The interviews were completed by a former resident of the target area during the same week in August 1993.

Twenty residents were interviewed from each of the four neighborhoods of the target area. Each was asked the same questions. An initial question determined if the resident had resided in the neighborhood for the last two years. Another pertained to their awareness of the initiative. The remaining eight pertained their perceptions regarding crime, police service, social services, youth activities, and quality of life.

The questions were constructed to elicit brief, uniform responses regarding specific current perceptions compared to two years ago.

Survey Results

Results are summarized by total resident responses for each question according to each of the four neighborhoods in the target area.

1. Have you lived in this neighborhood the past two years? (All '80 responses were yes.)

	Yes	No
Hay Homes	13 (65%)	7 (35%)
Brandon Addition	7 (35%)	13 (65%)
Johnson Park	10 (50%)	10 (50%)
Evergreen Terrace	11 (55%)	9 (45%)
Totals	41 (51%)	39 (49%)

2. Are you aware of the Operation Weed and Seed program which started in your neighborhood in May 1992? (This program targeted drug trafficking in addition to neighborhood-improvement efforts).

	Yes	No
Hay Homes	13 (65%)	7 (35%)
Brandon Addition	7 (35%)	13 (65%)
Johnson Park	10 (50%)	10 (50%)
Evergreen Terrace	11 (55%)	9 (45%)
Totals	41 (51%)	39 (49%)

3. How fearful are you of violent crime in your neighborhood compared to two years ago?

	More	Less	About the same
Hay Homes	11 (55%)	2 (10%)	7 (35%)
Brandon Addition	1 (5%)	15 (75%)	4 (20%)
Johnson Park	3 (15%)	6 (30%)	11 (55%)
Evergreen Terrace	10 (50%)	2 (10%)	8 (40%)
Totals	25 (31%)	25 (31%)	30 (38%)

4. How fearful are you of gang violence in your neighborhood compared to two years ago?

	More	Less	About the same
Hay Homes	14 (70%)	0 (0%)	6 (30%)
Brandon Addition	2 (10%)	14 (70%)	4 (20%)
Johnson Park	3 (15%)	5 (25%)	12 (60%)
Evergreen Terrace	10 (50%)	1 (5%)	9 (45%)
Totals	29 (36%)	20 (25%)	31 (39%)

5. How much drug dealing do you see in your neighborhood compared to two years ago?

	More	Less	About the same
Hay Homes	13 (65%)	0 (0%)	7 (35%)
Brandon Addition	0 (0%)	17 (85%)	3 (15%)
Johnson Park	5 (25%)	9 (45%)	6 (30%)
Evergreen Terrace	12 (60%)	5 (25%)	3 (15%)
Totals	30 (37%)	31 (39%)	19 (24%)

6. How satisfied are you with service from the Springfield Police Department compared to two years ago?

	More	Less	About the same
Hay Homes	3 (15%)	7 (35%)	10 (50%)
Brandon Addition	5 (25%)	3 (15%)	12 (60%)
Johnson Park	4 (20%)	7 (35%)	9 (45%)
Evergreen Terrace	3 (15%)	14 (70%)	3 (15%)
Totals	15 (19%)	31 (39%)	34 (42%)

7. How aware are you of available social services compared to two years ago?

	More	Less	About the same
Hay Homes	8 (40%)	3 (15%)	9 (45%)
Brandon Addition	7 (35%)	3 (15%)	10 (50%)
Johnson Park	3 (15%)	1 (5%)	16 (80%)
Evergreen Terrace	4 (20%)	3 (15%)	13 (65%)
Totals	22 (28%)	10 (12%)	48 (60%)

8. How much do you use these social services compared to two years ago?

	More	Less	About the same
Hay Homes	5 (25%)	7 (35%)	8 (40%)
Brandon Addition	5 (25%)	4 (20%)	11 (55%)
Johnson Park	2 (10%)	5 (25%)	13 (65%)
Evergreen Terrace	3 (15%)	8 (40%)	9 (45%)
Totals	15 (19%)	24 (30%)	41 (51%)

9. How involved are children in your neighborhood with sports and educational activities compared to two years ago?

	More	Less	About the same
Hay Homes	8 (40%)	5 (25%)	7 (35%)
Brandon Addition	8 (40%)	6 (30%)	6 (30%)
Johnson Park	12 (60%)	1 (5%)	7 (35%)
Evergreen Terrace	6 (30%)	6 (30%)	8 (40%)
Totals	34 (43%)	18 (22%)	28 (35%)

10. How is the quality of your life compared to two years ago?

	Better	Worse	About the same
Hay Homes	4 (20%)	7 (35%)	9 (45%)
Brandon Addition	14 (70%)	0 (0%)	6 (30%)
Johnson Park	9 (45%)	3 (15%)	8 (40%)
Evergreen Terrace	10 (50%)	4 (20%)	6 (30%)
Totals	37 (47%)	14 (17%)	29 (36%)

Additional Resident Perceptions

In the process of interviewing 80 residents in the target area, an additional 24 were interviewed with the same questions. Nine of these residents resided in Evergreen Terrace, seven in Johnson Park, four in Brandon Addition and four in the Hay Homes.

However, these 24 had not resided in the neighborhood during the previous two years. Nonetheless, this residual information does provide some indication of these residents' perceptions of their neighborhood compared with their previous residence outside the neighborhood.

These additional resident perceptions include the following.

1. Are you aware of the Operation Weed and Seed program in your neighborhood?

Yes	No
12 (50%)	12 (50%)

2. How fearful are you of violent crime in your neighborhood compared to two years ago?

More	Less	About the same
10 (42%)	4 (16%)	10 (42%)

3. How fearful are you of gang violence in your neighborhood compared to two years ago?

More	Less	About the same
11 (46%)	6 (25%)	7 (29%)

4. How much drug dealing do you see in your neighborhood compared to two years ago?

More	Less	About the same
12 (50%)	8 (34%)	4 (16%)

CO

5. How aware are you of available social services compared to two years ago?

More	Less	About the same
12 (50%)	2 (8%)	10 (42%)

6. How much do you use these social services compared to two years ago?

More	Less	About the same
4 (16%)	9 (38%)	11 (46%)

7. How involved are children in your neighborhood with sports and educational activities compared to two years ago?

More	Less	About the same
7 (29%)	8 (34%)	9 (37%)

8. How is the quality of your life compared to two years ago?

Better	Worse	About the same
14 (58%)	5 (21%)	5 (21%)

Evaluation

This random survey was neither intended nor designed for statistical validity. Its rationale was simply to ascertain preliminary information for that which none previously existed. There were no resident-perception surveys prior to or since the inception of the initiative.

Obviously this information is tentative at best. Nonetheless, it is the most current available. And it does provide some preliminary insight into probable resident perceptions in the target area.

It provides some initial indications of what, if any, progress has occurred beyond the "weeding" amd "seeding" efforts of enforcement and project implementation. It also provides a basis for some statements of probability regarding certain

preliminary effects of the initiative in the target area.

Probabilities. The following generalized statements of probability are based upon the survey results.

1. A significant proportion of residents in the target area, perhaps as many as half, probably are unaware of the initiative. This has certain adverse implications regarding communication and forming a partnership with residents toward neighborhood revitalization.

2. A majority of residents in Brandon Addition, perhaps as many as 70 to 75 percent, probably are less fearful of violent crime in their neighborhood than before the initiative.

3. A significant proportion of residents in the Hay Homes and Evergreen Terrace, perhaps as many as half, are probably more fearful of violent crime in their neighborhood than before the initiative.

4. A majority of residents in Brandon Addition, perhaps as many as 60 to 70 percent, probably are less fearful of gang violence in their neighborhood than before the initiative.

5. A significant proportion of residents in the Hay Homes and Evergreen Terrace, perhaps as many as half, probably are more fearful of gang violence in their neighborhood than before the initiative.

6. A significant proportion of residents in Johnson Park, perhaps as many as half, probably are no more or less fearful of gang violence and violent crime in their neighborhood than before the initiative.

7. A majority of residents of Brandon Addition, perhaps as many as 75 to 85 percent, probably believe that they see less drug dealing in their neighborhood than before the initiative.

8. A significant proportion of residents in the Hay Homes and Evergreen Terrace, perhaps an many as half, probably believe that they see more drug dealing in their neighborhood than before the initiative.

9. A majority of residents in Evergreen Terrace, perhaps as many as 60 to 70 percent, probably are less satisfied with service from the Springfield Police Department than before the initiative.

10. A significant proportion of residents in the target area, perhaps as many as half, probably are no more or less

aware of available social services than before the initiative.

11. A significant proportion of residents in the target area, perhaps as many as half, probably use social services no more or less than before the initiative.

12. A significant proportion of residents in Johnson Park, perhaps as many as half, probably believe that children in their neighborhood are more involved in educational and sports activities than before the initiative.

13. A significant proportion of residents in Brandon Addition and Evergreen Terrace, perhaps as many as 50 to 60 percent, probably believe that the quality of their life is better than before the initiative.

14. A more tentative statement can be made based upon perceptions of residents who have not resided in the target area during the last two years. A significant proportion of these residents, perhaps as many as half, probably are unaware of the initiative. They probably believe that their quality of life is better than two years ago even though they may believe that they see more drug dealing than in their former place of residence.

Considerations. These resident perceptions provide a frame of reference for consideration in future initiative efforts. These considerations are summarized as follows.

1. A concerted and sustain effort of communication with residents is needed to maintain their awareness, support and involvement which are crucial for initiative success.

2. Resource-allocation adjustments, particularly by police, may be necessary to address sustained resident fear of gang violence and violent crime in portions of the target area. Such adjustments may also be consistent with increases in reported crime the first six months of 1993 in portions of the target area.

3. Sustained task-force investigations may be necessary to address probable continuing drug distribution in the target area.

4. Sustained community-oriented policing efforts are probably needed in the target area. These efforts should form a police-resident partnership from a problem-solving perspective to address crime and improve resident perceptions of their police service.

5. Sustained efforts are probably needed to maintain resident awareness of available social services and to evaluate if the services are continuing to address needs.

Summary

Although perceptions may or may not be based on fact, they are real in the eye of the beholder. They are important and must be addressed during such initiatives as **Weed and Seed** to promote resident support and involvement.

A preliminary random survey was completed to determine certain resident perceptions associated with the initiative. This involved **ten percent** of the adult residents in the target area. The results provided an initial reference from which 14 tentative statements of probability were made. These probabilities were the basis for five considerations which should be taken into account during future initiative efforts.

CHAPTER 6
LESSONS LEARNED

Introduction

All things considered, the first year implementation efforts were successful for **Operation Weed and Seed** in Springfield.

Placing the initiative in proper perspective, it emphasizes the role of crucial leadership to achieve a vision. It exemplifies what can be accomplished with determination. It demonstrates what can be achieved when committed persons and agencies are aligned with residents. It provides a comprehensive community response to address the negative impact of drugs, crime and neighborhood deterioration.

However, there are usually lessons to be learned from any community initiative which is attempted for the first time. Particularly when it is implemented on an expedited basis without bogging down in time-consuming committee processes.

Sixteen months after the initiative started, various persons associated with it were interviewed by the investigator. The interviews were to determine their perspective regarding what worked and what should have been done differently.

Persons interviewed included 13 steering-committee members who represented all six focus groups. They also included two persons from housing management for all the target area, and four persons from the U.S. Attorney's staff. The 19 persons interviewed are identified in Appendix T.

These 19 persons offered various admonitions which are summarized and presented as 26 lessons learned from the

initiative. These lessons are presented for guidance to those who may consider replication of similar initiatives.

Lessons Learned

1. **Leadership.** Identify and recruit a committed person who has the personal and positional power and connections in the community to enlist others to the initiative.

2. **Staff support.** Provide staff resource. This should consist of one or two persons who can devote a majority of their time for several months to all the logistics of implementation. Such staff endeavors include scheduling meetings, preparing various correspondence and reports, obtaining information, coordinating follow through, reviewing progress, approaching potential funding sources, preparing news releases and various other facilitating or problem solving efforts.

3. **Steering Committee.** Enlist those committed persons in the community who by virtue of their office, knowledge or connections can make a determined and meaningful contribution as a steering committee. Such committee should represent resident leaders from the target area, housing management, the mayor, government agencies, human services, education, business community, and clergy at a minimum.

4. **Subcommittees.** Recruit persons for subcommittees or focus groups who have the appropriate knowledge and capability. Resident representatives should be included.

5. **Residents.** Include resident representatives in preliminary organizational meetings. Involve them before public announcement of the initiative through the news media. Enlist committed residents, particularly neighborhood leaders, to sustain the initiative. This can be encouraged through meetings scheduled for individual neighborhoods. Downtown meetings attended by many persons in business suits can be intimidating or discomforting to some residents. Be sensitive to the influence of turf and clothing factors.

6. **Special Interests and Priorities.** Recognize that target-area residents have their own interests, agendas and priorities which may or may not be consistent with proposals. Resolve and align special interests and priorities between residents and housing management into a unified agenda consistent with the initiative. This should be accomplished to maintain unity of purpose.

7. **Inform residents.** Keep residents appropriately informed. They need to be aware of initiative efforts in their neighborhoods. Periodic news media conferences regarding

When there is determination to coordinate limited resources toward a common cause, synergy becomes the driving force for implementation. When there is a will, there is a way!

16. **Plans.** Accept the fact that implementation plans often begin as tentative with incomplete information. They frequently evolve through one or more modifications to meet changing circumstances for implementation.

17. **Contract labor.** Ensure that renovation and repair projects do not violate contracted labor provisions. Coordinate with local trade unions. They can also be a resource for special knowledge and skills regarding certain projects. Sometimes in the enthusiasm of implementation, this is overlooked.

18. **Target area.** Select the target area consist with need but also consistent with census blocks and police reporting areas. This will facilitate retrieval of census and crime information for evaluation purposes.

19. **Target-area tour.** Schedule a tour through the target area for the steering committee accompanied by resident representatives and housing management. This provides the steering committee with a meaningful frame of reference.

20. **News media.** Enlist the support of local-media editors for appropriate and accurate-news coverage of the initiative.

21. **Short term.** Take advantage of opportunities for early, short-term successes. Initial enforcement efforts in the **Weeding** phase should complement preliminary achievements in the **Seeding** phase. If **Seeding** implementation is unreasonably delayed, credibility with residents is diminished.

22. **Long term.** Align long-term commitment. This requires unrelenting determination tactfully applied for sustained involvement. Such persistence is critical to address problems of recurring crime and neighborhood deterioration. After the first year, there is some burnout coupled with a tendency to relax. This detracts from the long-term perspective.

23. **Youth.** Recognize that long-term also pertains to preparing youth for a responsible life. Youth in the target area need an advocate. Their interests often get lost in competing with other agendas and short-term concerns.

24. **Opportunity.** Provide opportunity for youth in the target area. This is often the essence of their involvement in learning and becoming aware of alternatives to drugs and gangs. They respond with enthusiasm when there is opportunity. But do not create false hopes by failing to follow through with proposals.

25. **Relevance.** Strive for relevance in program efforts

indictments or projects do not necessarily keep them informed on a timely basis. Residents often do not understand the necessary delays in criminal investigations and prosecutions. Residents councils or representatives should not learn of Seeding projects in their neighborhood from the news media.

8. **Integrity.** Be consistent between word and deed. Be truthful and candid with residents in the target area as to proposals and what can be achieved. Maintain credibility. Do not promote false hopes. Keep promises. Better to not propose than to not deliver.

9. **Problems.** Recognize that problems associated with drug trafficking and abuse, crime, and neighborhood deterioration cannot be totally resolved or eliminated. However, they can be managed to diminish their adverse affects on the quality of life.

10. **Perspective.** Focus on the positive and not the negative of what can or cannot be done. Don't be overwhelmed by the magnitude of the overall initiative. Take specific tasks one step at a time. Persist with a flexible approach through the dynamics of the initiative. Adjust as necessary to realize implementation without compromising overall objectives. Realize that some tasks will be ongoing, some on hold and others will be disregarded without implementation.

11. **Sustaining Influence.** Recruit dynamic, committed persons who have good interpersonal and leadership competence to chair the committee and subcommittees during and beyond the implementation stage.

12. **Turnover.** Anticipate and have alternative options to address turnover of key persons involved in the initiative. Turnover is a reality. For example, one year after beginning the initiative, the U.S. Attorney, the Housing Authority Executive Director, and the Chief of Police left office. Appropriate replacement of such loss is critical to sustain the initiative.

13. **Recognition and credit.** Be sensitive to the politics of recognition and credit. News media should recognize and credit the entire coalition for the initiative. No single person, office or agency should receive a disproportionate share of media coverage. The admonishment that it is amazing what can be accomplished when we don't care who receives the credit may be a worthy ideal. But often it isn't readily achieved.

14. **Low profile.** Recognize that some on the steering committee while committed to the initiative may desire a low profile to maintain their credibility with their clientele.

15. **Synergy.** Commit to candid-exploratory discussions. This is critical for focus groups to identify common causes.

for residents and particularly youth. They must be intense enough to change attitudes and values. They must be compelling enough to promote self-esteem and self-responsibility.

26. **Residual benefit.** Expect some residual networking among steering committee members as a result of the initiative. Their meetings may be the first time that a significant number of key persons in the community personally meet and discuss a common cause. This provides the foundation for future collaboration in areas of common interest.

Summary

These **lessons learned** are presented as admonitions for consideration during future replication endeavors. They convey relevant guidance for planning future initiatives. They provide a reference which enhances implementation success.

Ignoring them would confuse and complicate an already complex process. Following them would help clarify and facilitate planning and implementation efforts.

CONCLUSION

The Springfield initiative was one of the first of its kind and can serve as a model for other communities. It successfully organized a community coalition to implement the **Weed and Seed** strategy without federal-implementation funds.

The initiative marshaled the talents of various persons from different backgrounds and from a broad range of private and public-sector organizations. All steering-committee and focus-group participants were volunteers. There were many volunteers involved in project implementation. Considerable services and materials were donated. Therefore, the initiative was highly cost-effective.

The steering committee, focus-group subcommittees, Safe Haven executive board, and law-enforcement officials worked together effectively in planning, coordinating and implementing efforts. Local media devoted considerable attention to disseminating news regarding the initiative and its achievements.

There were no major or serious problems or setbacks. Lessons learned and some of the resident perceptions provide guidance and considerations which were not readily discernible at the beginning of the initiative.

Initial results for the first sixteen months are compelling. There were some significant law-enforcement and project-implementation achievements.

Preliminary **Weeding** success was demonstrated by the removal of 56 crack-cocaine distributors from the target area during the first 16 months of the initiative. This was achieved through

federal prosecution and prison sentences. At the end of these 16 months, most of an additional 37 distributors with pending trials or sentence hearings were also in federal custody. This substantiated significant **weeding** results.

The second-year continuation of 22 of the 29 implemented projects demonstrated initial **Seeding** success. This is also significant because it involved existing resources in the community. It did not depend on **Weed and Seed** implementation funds.

For these reasons the Springfield experience is worthy of consideration in future replication efforts.

NOTES

1. J. William Roberts left office in April 1993 as a result of the change in administration in Washington, D.C.

2. Byron Sidmore was appointed Interim U.S. Attorney April 23, 1993.

3. Patrick F. Vaughan is the Law Enforcement Coordination Manager, for the U.S. Attorney. He was formerly Chief of Police for the City of Decatur, Illinois.

4. Sharon J. Paul is the Community Relations Specialist for the U.S. Attorney. She was formerly in administration with the Illinois Department of Corrections.

5. This committee should not be confused with the subsequently organized seed-steering committee. The law-enforcement steering committee is appointed by the U.S. Attorney. It provides a forum for liaison and information exchange with the U.S. Attorney's Office. It consists of 25 federal, state and local criminal-justice officials from the 46 counties which comprise the Central Illinois Judicial District.

6. News media continued to assist in disseminating **Weed and Seed** information to the community. There were periodic television and radio-news broadcasts. During May through November 1992, there were 21 local-newspaper articles devoted to the initiative and another 31 devoted to related matters in the target area. The local media made a significant contribution to keeping the community informed.

7. As Executive Director of the Springfield Housing Authority, Mr. Blackwell was a strong supporter of the initiative and extensively involved with implementation of **Seeding** projects. He was succeeded by Kenneth Crutcher January 1, 1993.

8. Census data source: Springfield - Sangamon County Regional Planning Commission.

9. Housing unit data source: Springfield Housing Authority and the New Frontier Management Corporation.

10. Unit deployment description source: George Murphy, Acting Chief of Police.

11. Evergreen Terrace demographic information source: Peter Williams, Manager of Evergreen Terrace.

12. Springfield Housing Authority demographic information source: Jacqueline Richie, Resident Services Coordinator.

13. Target-area crime data source: Nadine Williams, Crime Analyst, Springfield Police Department.

14. Source: State Journal-Register, Springfield, Illinois.

15. Community-policing information source: George Murphy, Acting Chief of Police.

16. Source: Byron Cudmore, First Assistant U.S. Attorney.

17. Federal-indictment data source: Patrick Vaughan, Law Enforcement Coordination Manager for the U.S. Attorney.

18. State indictment data source: Patrick Kelley, First Assistant State's Attorney, Sangamon County.

19. Source: Byron Cudmore, First Assistant U.S. Attorney.

20. Penalty data source: U.S. Attorney's Office.

21. Federal-sentence data source: U.S. Attorney's Office.

22. State-sentence data source: Clerk, Sangamon County Court.

23. Project-implementation status source: Jacqueline Richie, Resident Services Coordinator, Springfield Housing Authority and Peter Williams, Manager, Evergreen Terrace.

24. Safe Haven implementation status source: Irma Lott, Project Director.

Appendix A:
Process Timetable

PROCESS TIMETABLE

	STEP	1992 J	F	M	A	M	J	J	A	S	O	N	D	1993 J	F	M	A	M	J
1.	Idea formed	X																	
2.	Initial staff discussion	X																	
3.	Initial staff planning		X	X	X	X													
4.	Meeting with police		X																
5.	Meeting with housing		X																
6.	Target area selection		X																
7.	Steering Committee formed				X														
8.	Focus groups formed				X														
9.	News Conference					X													
10.	Focus group meetings					X	X	X	X	X	X	X	X						
11.	First round indictments					X													
12.	Clean up and planting					X	X	X											
13.	Homestead rehabilitation					X	X	X											
14.	Garden/literacy project						X	X	X										
15.	Tennis reading project						X	X	X										
16.	Youth soccer project						X	X	X										
17.	Youth food project						X	X	X										
18.	Little lambs storytelling						X	X	X										
19.	Youth jobs project						X	X	X										
20.	Teen institute drug abuse							X											
21.	Scout troop formed							X											
22.	Golf instruction project							X											
23.	Anti-drug marches							X	X	X	X	X							
24.	Resident councils formed								X	X									
25.	Youth baseball project								X	X									
26.	Youth flag football								X	X									
27.	Self-sufficiency project								X	X	X	X	X	X	X	X	‹	·	·
28.	Air rendezvous project								X										
29.	Neighborhood festivals								X										
30.	Parents as partners								X	X	X	X	X	X	X	X	‹	·	
31.	Housing truant officer								X	X	X	X	X	X	X	X	‹	·	·
32.	Housing scholarships								X										
33.	Youth photography class								X										
34.	Crimestopper awareness								X										
35.	Second round indictments								X										
36.	Head start project									X	X	X	X	X	X	X	‹	·	·
37.	Day care center									X	X	X	X	X	X	X	‹	·	·
38.	Third round indictments										X								
39.	Safe Haven project											X	X	X	X	X	‹	·	·
40.	Request for recognition											X							
41.	Official recognition													X					
42.	Fourth round indictments													X					
43.	Anti-gang training														X				
44.	Fifth round indictments															X			
45.	Sixth round indictments															X			
46.	Life choices project																		
47.	Youth summer camp																		
48.	Evergreen service center																		
49.	Seventh round indictments																		

Appendix B:
"Weed Side" Membership List

Thomas W. Boockmeier
Regional Inspector General for Investigation
U.S. Department of Housing/Urban Development
77 W. Jackson Blvd. #2603
Chicago, IL 60604
Tel: 312/353-4196

Nathaniel S. Brown
Assistant Special Agent in Charge
Federal Bureau of Investigation
400 W. Monroe Street, Suite 400
Springfield, IL 62704
Tel: 217/522-9675
FAX: 522-9675
Alternate to D. Stukey

Donald M. Cadagin
State's Attorney
200 South 9th Street
Sangamon County Complex, Rm 402
Springfield, IL 62701
Tel: 217/753-6690
FAX: 535-3179
Alternate: Pat Kelley

Byron G. Cudmore
First Assistant United States Attorney
Central District of Illinois
P.O. Box 375
Springfield, IL 62705
Tel: 217/492-4450
FAX: 217/492-4512

J. William DeMarco
Sangamon County Sheriff
#1 Sheriff's Plaza
Springfield, IL 62701
Tel: Tel: 217/753-6854
FAX: 217/753-6625

James L. Fyke, U.S. Marshal
333 Federal Building
600 E. Monroe Street
P.O. Box 156
Springfield, IL 62705
Tel: 217/492-4430
FAX:
Alternate: John Risse

Terrance W. Gainer, Director
Illinois State Police
103 Armory Building
P.O. Box 19461
Springfield, IL 62794-9461
Tel: 217/782-7263
FAX:
Alternate: Al Lindsey

Norbert Goetten, Director
State's Attorneys Appellate Prosecutor
151 Bruns Lane, Suite 201
Springfield, IL 62702
Tel: 217/782-1628
FAX:

Victor Herbert, Jr.
Resident Agent in Charge
Bureau of Alcohol, Tobacco & Firearms
400 W. Monroe, Suite 306
Springfield, IL 62701
Tel: 217/492-4273 FTS: 955-4273
FAX: 217/492-4307

Patrick Kelley
First Assistant State's Attorney
200 S. Ninth Street
Sangamon County Complex, Rm 402
Springfield, IL 62701
Tel: 217/523-6690
FAX: 217/535-3179
Alternate for Don Cadagin

Al G. Lindsey
Assistant Deputy Director, DCI
500 Iles Park Place, Suite 400
Springfield, IL 62718-1002
Tel: 217/782-7915
FAX:
Alternate for T. Gainer

Jack Pecoraro, Director
Illinois Secretary of State Police
324 West Monroe
Springfield, IL 62756
Tel: 217/785-1691
FAX:
Alternate: Will Thompson

Lee Phillips
Resident Agent in Charge
Drug Enforcement Administration
400 West Monroe, Suite 302
Springfield, IL 62704
Tel: 217/492-4504
FAX:

David E. Risley
Assistant United States Attorney
Central District of Illinois
P.O. Box 375
Springfield, IL 62705
Tel: 217/492-4450
FAX: 217/492-4512

John D. Risse, Deputy Marshal
United States Marshals Service
333 Federal Building
600 E. Monroe Street
P.O. Box 156
Springfield, IL 62705
Tel: 217/492-4430
FAX:
Alternate to Marshal Fyke

Donald Stukey, II
Special Agent in Charge
Federal Bureau of Investigation
400 West Monroe, Suite 400
P.O. Box 3646
Springfield, IL 62704
Tel: Tel: 217/522-9675
Alternate: Nat Brown

Will H. Thompson
Chief Deputy Director
IL Secretary of State, Dept. of Police
324 West Monroe
Springfield, IL 62756
Tel: 217/785-1688
FAX:
Alternate for J. Pecoraro

Daryle Williamson
Chief of Police, City of Springfield
617 E. Jefferson
Springfield, IL 62701
Tel: 788-8322
FAX:
Alternate: Kirk Robinson

Appendix C:
Government Agencies and Private Groups Involved in the Weed and Seed Initiative

Businesses, Civic Groups, Churches, Educational Entities and Governmental Agencies Involved in Weed and Seed

American Business Club
Boys & Girls Club
Bureau of Alcohol, Tobacco and Firearms
Carpenters Local Union #16 - Labor
Central Illinois Enforcement Group
Central Illinois Family Life Center
City of Springfield - Mayor's Office
Community Educational Support Systems, Inc.
Crimestoppers
Drug Enforcement Administration
Environmental Protection Agency, Urban Development Group
Equal Share Company
Federal Bureau of Investigation
Franklin Life Insurance Company
Frontiers International, Springfield Frontiers
Grace United Methodist Church
Illinois Churches in Action
Illinois Coalition for Community Services
Illinois Criminal Justice Information Authority, Chicago
Illinois Department of Alcoholism & Substance Abuse
Illinois Department of Children & Family Services, Child Welfare Training Institute
Illinois Department of Conservation
Illinois Department of Corrections
Illinois Department of Revenue Internal Affairs Division
Illinois National Guard, Camp Lincoln
Illinois Nurserymen's Association
Illinois Secretary of State Police
Illinois State Police
InTouch, Area 14, Chestnut Health Systems, Bloomington, IL
Junior League of Springfield
Lincoln Land Community College
Midwest Regional Center, Oakbrook, IL
Ministerial Alliance, Calvary Baptist Church
Neighborhood Facilities Center
New Frontier Management Corporation
Omnibus - Educational Management
Sangamon County Board
Sangamon County Sheriff's Office
Sangamon County State's Attorney's Office
Sangamon State University
Springfield Clearinghouse Association
Springfield Housing Authority
Springfield Police Department
Springfield Public Schools, District 186
Springfield Urban League, Inc.
St. John AME Church, Springfield
St. John Vianney Church, Sherman, IL
State's Attorneys Appellate Prosecutor's Office
Triangle Center, Inc.
United States Attorney's Office Central District of Illinois
United States Department of Agriculture Springfield Field Office
United States Department of Housing and Urban Development, Chicago, IL
United States Marshals Service

BEST COPY AVAILABLE

Appendix D:
Initiative Development Letter to the
Illinois Secretary of State Police

U.S. Department of Justice

United States Attorney
Central District of Illinois

Post Office Box 375
Springfield, Illinois 62705

217/492-4450
FTS/955-4450

April 14, 1992

Jack Pecoraro, Director
Illinois Secretary of State Police
324 West Monroe
Springfield, IL 62756

Dear Jack:

The U.S. Department of Justice has undertaken a new anti-crime initiative entitled "Operation Weed and Seed." The approach is a comprehensive multi-agency "Weeding" effort to combat violent crime, drug use and gang activity in high-crime neighborhoods.

The "Weeding" by law enforcement agencies is complemented by the subsequent "Seeding" by human services agencies who target the sites for a wide range of neighborhood revitalization programs. The targeted neighborhood community is "empowered" by the assistance of local, state and federal governmental agencies with civic and private sector involvement.

The U.S. Attorney's Office for the Central District of Illinois will be coordinating "Weed and Seed" activities with local, state and federal law enforcement within the 46-county jurisdiction comprising the Central District of Illinois. We are now planning the "Weed and Seed" effort in Springfield. We hope to create a project that could become a model for implementation within the Central District.

Much of the strength of the "Seed" or human services side of the program will rest with an executive steering committee made up of representatives from the various sectors of service providers, civic, charitable, private sector and governmental agencies.

Federal funding under "Weed and Seed" is not currently available but may become available in fiscal year 1993.

I invite you to join us as a member of this steering committee and play a role in the planning and implementation of "Operation Weed and Seed" in the Springfield community.

Enclosed is an excerpt from our Law Enforcement Coordinating Committee's (LECC) Newsletter that further explains the national "Weed and Seed" concept.

Some preliminary contacts have been made in reference to human service programs that may be redirected to the target areas. As noted, law enforcement investigative initiatives are already underway.

The steering committee organizational meeting is scheduled for April 24, 1992 at 2:00 p.m. in the U.S. Attorney's Conference Room #138, in the Federal Building, 600 E. Monroe Street. The court security officers will provide directions.

Please fill out the attached response form and return in the enclosed mailer as to your ability to attend the organizational meeting and further participate with the steering committee. If you have any questions, please call me.

Very truly yours,

Bill Roberts

J. WILLIAM ROBERTS
UNITED STATES ATTORNEY

JWR:pv

Enclosures

Appendix E:
Agenda of the Initial Steering Committee Meeting

"OPERATION WEED AND SEED"

Executive Steering Committee
April 24, 1992
2:00 p.m.

AGENDA

Welcome

"Operation Weed and Seed"
The national strategy and the
Springfield initiative . . . . . U.S. Attorney Bill Roberts

Status Report
"Quality of life"
in public housing . . . . . Executive Director Robert Blackwell
Springfield Housing Authority

Law Enforcement
Current task force initiatives . . . . . Byron G. Cudmore
First Assistant U.S. Attorney

Springfield Police Department Initiatives
Current departmental initiatives . . . . . Chief Daryle Williamson
Springfield Police Department

Human Services
Pending programs . . . . . Bob Blackwell

Discussion . . . . . Committee

Resource Assessment
Committee formation . . . . . Bill Roberts

Conclusion . . . . . Bill Roberts

Appendix F:
Membership List of the Seed Steering Committee

SEED STEERING COMMITTEE

Dan Bartlett
Output Supervisor
Triangle Center, Inc.

Robert Blackwell
Executive Director
Springfield Housing Authority

Ken R. Boyle
Attorney at Law
Boyle, Klinger & McClain

Porsia Brown
Resident

Bill Cellini
New Frontier Management Corp.

Deborah J. Daniels
Director
Executive Office for Weed & Seed
Deputy Attorney General's Office

Otha Davis
Executive Vice President
Springfield Urban League

Delilah Brummet Flaum
Regional Director
Dept. Health & Human Services

Nathaniel Gibson
Administrator
Department of Children and
Family Services

Barbara Hennessey
President
Junior League of Springfield

Dr. Robert Hill
Superintendent
Springfield Public Schools

Tom Hughes
Sangamon State University

Charlotte Irons
Dept. Health & Human Services

Dr. J. Solomon Benn, III
Central Illinois Family
Life Center

James Boykin
Inspector-in-Charge
Illinois Department of Revenue

Lt. Col. Don Bradley
Counter Drug Support Officer
Illinois National Guard

Edward L. Cabell
Branch Chief, Investigations
Dept. Health & Human Services

Byron G. Cudmore
First Assistant U.S. Attorney

Rudy Davenport
Treasurer
Equal Share Company

Terry L. Fairclough
Representative
Carpenters Local Union 16

Rev. Robert Freeman
Grace United Methodis Church

Gary Green
Supervisor
Education & Prevention Service
Triangle Center

Julie Herr
Illinois Coalition for
Community Services

Rev. Sammy Hooks
St. John AME Church

Callie Jones
Resident

Rev. Silas Johnson
Ministerial Alliance

Dr. John H. Jordon
Community Educational
Support Systems, Inc.

Deborah Knox
Dept. of Alcoholism and
Substance Abuse

Ossie Langfelder
Mayor
City of Springfield

Capt. Chris Lawson
Drug Demand Reduction Officer
Illinois National Guard

Jim Long
Director
Illinois Dept. of Alcoholism
and Substance Abuse

Naomi B. Lynn
President
Sangamon State University

Brent Manning
Director
Illinois Dept. of Conservation

Father Peter Mascari
St. John Vianney Church

Robert Minton
Executive Director
Boys & Girls Club

Patrick Noonan
Chairman
Sangamon County Board

Kathrine Parks
Resident

Roger K. Przybylski
Director
Drug Information Center
Illinois Criminal Justice
Information Authority

Howard Peters, III
Director
Illinois Dept. of Corrections

Hiroshi Kanno
Executive Officer
Dept. Health & Human Services

Steve Knox
Director
Triangle Center, Inc.

Norman L. Stephens, Jr.
President
Lincoln Land Community College

Bob Leming
Director, School Programs
Springfield Public Schools

James McCullum
Supervisor
Office of Community Programs
Dept. Health & Human Services

Sal Madonia
New Frontier Management Corp.

Alan Markwood
InTouch Coordinator
Chestnut Health Systems

Dorothy Mims
Resident

Robert Moore
Springfield President
Frontiers International

Lt. Charles Ogle
Counter Drug Support Officer
Illinois National Guard

Floyd Pitts
Resident

Peter Reevess, IIIi
Legal Investigator
Environmental Protection
Urban Development Group

Jacqueline Richie
Resident Services Coordinator
Springfield Housing Authority

Stephen L. Riley
President and C.E.O.
Omnibus Educational Management

Kirk Robinson
Deputy Chief of Police
Springfield Police Dept.

Marcel Robinson
Resident

Leonard Shanklin
Special Assistant
Springfield Housing Authority

Barbara Schwartz
Springfield Junior League

LeRoy Smith
Assistant Prevention Coordinator
InTouch

Cathy Sowers
Citizen

P.J. Staab, II
President
CrimeStoppers

Jeffrey Sunderlin
Director
Governor's Council on
Health and Fitness

Donna Wagner
Midwest Regional Center

Jack Watson
President & C.E.O.
Franklin Life Insurance Co.

Dr. Benjamin Young
Vice President
Lincoln Land Community College

David Risley
Assistant U.S. Attorney
Central District of Illinois

Geoff K. Sarginson
Counter Drug Suport Officer
Illinois National Guard

Monia Smith
Resident

Sheila Shields
Director
Neighborhood Facilities Center

Walter T. Southall
Resident

William Smith
Officer in Charge
U.S. Dept. of Agriculture

Randy Vogel
Illinois Nurserymen's Assoc.

Howard Veal, Sr.
Director
Springfield Urban League

Guerry Suggs
Secretary/Treasurer
Springfield Clerinhouse
Association

Clifford Wheatly
Resident

Sara Wells
Exeuctive Director
Illinois Churches in Action

Leo Zappa
President
American Business Club

Appendix G:
U.S. Department of Justice Overview of the
Weed and Seed Strategy

United State Department of Justice
Office of the Deputy Attorney General
Executive Office for Weed and Seed

Operation Weed and Seed

"Weed and Seed is not so much a new spending program as a whole new method of operating. Let me tell you how it works. As the first step, Federal, State, and local law enforcement officers concentrate their efforts on neighborhoods like this one. Working with you, the community, they *weed* out the gangs, the criminals, and the crack heads, and the drug dealers. And as the streets are reclaimed from the criminals, community policing is put in place to help hold every inch of the ground that we've taken. And police commanders attend community meetings, officers patrol neighborhoods on foot, and residents feel safe knowing who is on the beat in their area.

And finally, the broad array of Federal, State and local government and private sector community revitalization programs are brought to bear on the community, to *seed* in long-term stability, growth, and opportunity. Drug prevention programs, Head Start, job training, health care programs, community development grants -- all are applied together in one place and at one time in a true working partnership with the community."

President George Bush, *speaking to community residents in a Dallas neighborhood*, September 28, 1992

Overview of the Weed and Seed Strategy

The Weed and Seed strategy is a focused, comprehensive effort to revitalize high-crime, low-income neighborhoods. The goal is to "weed out" violent crime, drug use, and gang activity from selected neighborhoods and then to help prevent crime from reoccurring by "seeding" those sites with a wide range of public and private efforts to empower and develop them.

The key element of the Weed and Seed initiative is the development of a comprehensive strategy. The success of the strategy depends on improved coordination by law enforcement, community groups, and social service agencies--government and private--to work together to revitalize distressed neighborhoods.

These groups coordinate by means of participation on one or more committees organized under the leadership of the United States Attorney.

Foundations of the Strategy

- the importance of coordinating law enforcement and neighborhood revitalization efforts so that both can be more effective--because social regeneration efforts can't work where people are afraid to take advantage of them;
- the role of the U.S. Attorneys as coordinators of this effort, using their many local contacts in law enforcement, government, and social service;
- the importance of improved coordination among all levels of government, the community, and the private sector in dealing with the problems of targeted areas;
- the importance of community involvement, both in terms of community policing in combatting drugs and violent crime and community expression of views on seeding needs and methods;
- the importance of focusing on one or a few neighborhoods, to concentrate law enforcement and revitalization activities;
- the crucial role of local law enforcement officials both in the development of a strong law enforcement approach and their role in community policing, a vital element of the strategy;

- the role of the Federal criminal justice system, both as a partner and as a model for strengthening State law enforcement--removing the worst criminals from the streets and avoiding the "revolving door" which would return them there--through measures such as pretrial detention, determinate sentencing, and prison construction;

- the importance of flexibility in the implementation of government programs, so that they can contribute to seeding efforts in a tailored and comprehensive way;

- the role of core values such as self-restraint and respect for the rights of others as a root cause of law-abiding behavior and the absence of those values as a root cause of criminal behavior; and

- the potential for fostering those core values by means of opportunity/empowerment initiatives (such as enterprise zones, school voucher programs, and public housing tenant management and ownership programs).

The Decision to Become a WEED AND SEED COMMUNITY

Weed and Seed is first and foremost a strategy, not another grant program, to empower communities to reclaim their neighborhoods. Many communities are taking steps to implement the Weed and Seed strategy by utilizing existing resources in lieu of seeking grant funding. The decision to refrain from seeking grant funding produces a greater level of commitment and cooperation among the partners in the leveraging of existing resources. This is the philosophy underlying Weed and Seed, in that the strategic and coordinated deployment of law enforcement and social service resources should cause them to complement each other to produce a more efficient and effective utilization of these resources.

Implementation of the Weed and Seed strategy is encouraged, and communities which are implementing the strategy can be designated as "Officially Recognized Weed and Seed Communities" by the Federal Government. Communities officially recognized as Weed and Seed Communities will be able to more readily access existing Federal, State, and local resources by virtue of the fact that they have in place a recognized, comprehensive, community-based strategy. Federal agencies will, where possible, target and direct resources to Weed and Seed Communities. Officially recognized Weed and Seed Communities are demonstrating a comprehensive approach which is consistent with the National Drug Control Strategy.

Official recognition also helps energize the community, and will help stimulate private sector participation in the economic revitalization process. In short, if your community is interested in implementing the Weed and Seed strategy, or is already implementing the Weed

BEST COPY AVAILABLE

and Seed strategy, then your community should seek to be officially recognized as a "Weed and Seed Community" by the Federal government.

REQUIREMENTS

The basic requirements which must be met in order to qualify for designation as an Officially Recognized Weed and Seed Community are:

1. An organized steering committee, convened by the U.S. Attorney, which reflects the major principle of partnership and which involves Federal, State, and local government, the community, and the private sector.

2. A defined, targeted neighborhood, selected by the Steering Committee; and a needs assessment of the target neighborhood, conducted with the active involvement and input of the residents of that neighborhood.

3. Identification of existing and future resources by all members of the steering committee that can be directed to meet those needs identified by residents of the neighborhood and a strategy/plan for targeting and delivery of resources.

4. A comprehensive law enforcement strategy to weed out the criminal element from the neighborhood, and implementation of community policing in the neighborhood.

5. A comprehensive neighborhood revitalization plan that addresses the social, economic, and physical restoration problems in the target area.

6. A detailed implementation plan addressing all of the primary elements of the Weed and Seed strategy (prevention/intervention/treatment, law enforcement, community policing, and economic revitalization) and their interrelationship and specifying the existing and new resources that will be dedicated to implement the strategy.

7. A locally based assessment and monitoring mechanism.

Procedure for Seeking Official Recognition

A community seeking designation as an Officially Recognized Weed and Seed Community should follow seven steps:

Step 1: An interested community should establish contact with the United States Attorney, who convenes a formal steering committee.

Step 2: The steering committee, through the guidance and facilitation of the United States Attorney, produces an implementation plan.

Step 3: When all the groundwork is done, and all the requirements listed above have been met, the United States Attorney transmits the plan to the Attorney General, certifying that the community comprehensive plan meets the parameters of the steps for official recognition.

Step 4: The Attorney General reviews the plan and assigns a review team to assess the plan and compliance with the requirements.

Step 5: Once assessed and certified by the Attorney General as meeting the minimum requirements, the community will be notified it has preliminarily been officially recognized as a Weed and Seed Community.

Step 6: The plan is then circulated to the other Cabinet Secretaries comprising the Interagency Council on Weed and Seed for their approval and certification.

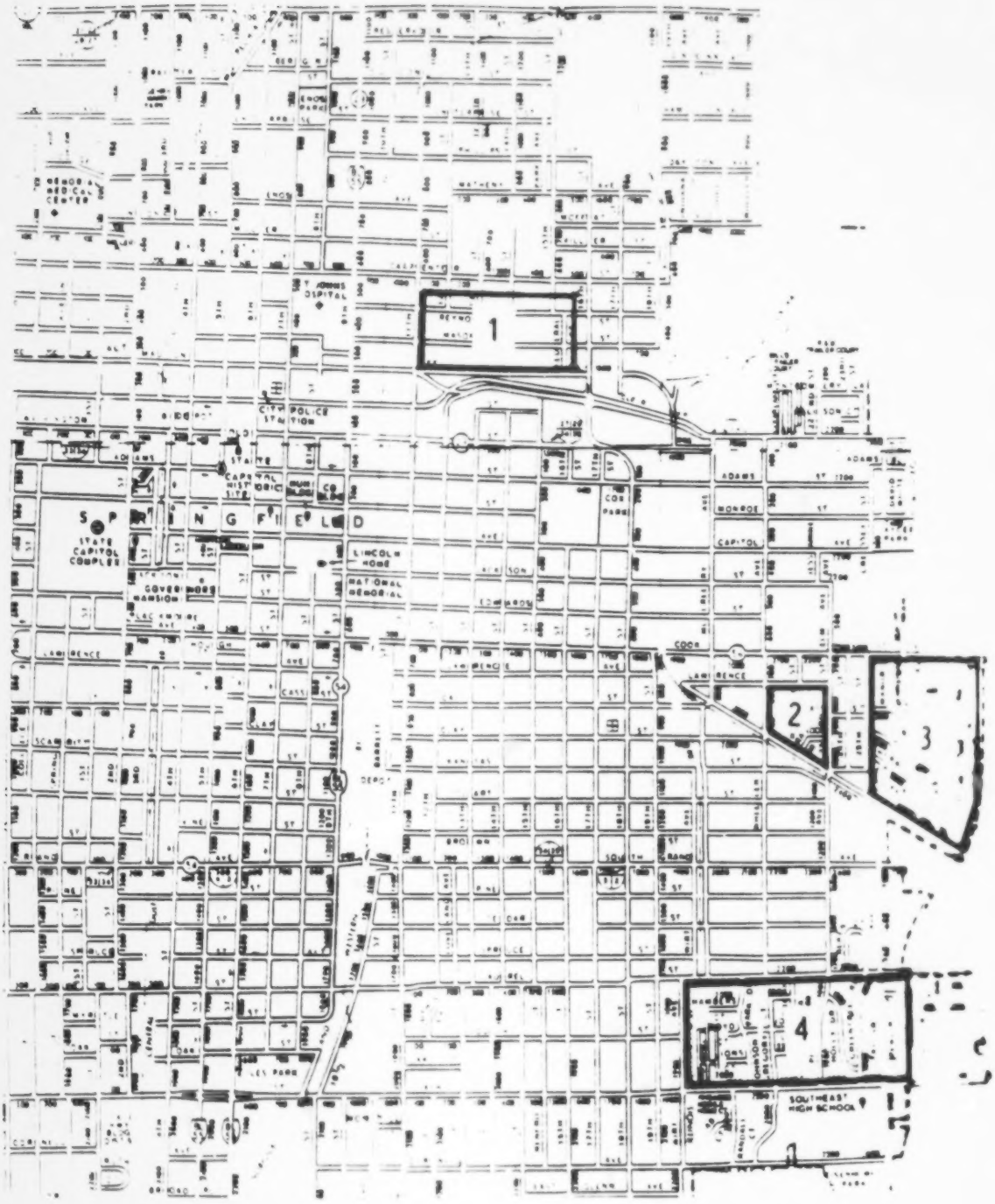
Step 7: Following approval of the Interagency Council, the community is officially recognized as a "Weed and Seed Community". As each agency reviews the community plan seeking official recognition, each agency will also be placing its own program components on notice that resources can and should be directed to that community.

For more information contact:

EXECUTIVE OFFICE FOR WEED AND SEED
OFFICE OF THE DEPUTY ATTORNEY GENERAL
UNITED STATES DEPARTMENT OF JUSTICE
1001 G STREET N.W., SUITE 810
WASHINGTON, D.C. 20001
(202) 616-1152

BEST COPY AVAILABLE

Appendix H:
Map of Springfield, Illinois Public Housing Sites



1 John Hay Homes

2 Brandon Addition

3 Evergreen Terrace

4 Johnson Park

BEST COPY AVAILABLE

Appendix I:
Uniform Crime Reports' Crime Factors

CRIME FACTORS

Each year when *Crime in the United States* is published many entities—news media, tourism agencies, and others with an interest in crime in our Nation—compile rankings of cities and counties based on their Crime Index figures. This simplistic and incomplete analysis often creates improper perceptions which adversely affect cities and counties along with their residents. Assessing criminality and law enforcement's response from jurisdiction to jurisdiction must encompass many elements, some of which, while having significant impact, are not readily measurable nor applicable pervasively among all locales. Geographic and demographic factors specific to each jurisdiction must be considered and applied if crime assessment is to approach completeness and accuracy. There are several sources of information which may assist the responsible researcher. The U.S. Bureau of Census data, for example, can be utilized to better understand the makeup of a locale's population. The transience of the population, its racial and ethnic makeup, its age and sex structure, education levels, and prevalent family structure are all key factors in assessing and better understanding the crime issues.

The National League of Cities provides information regarding the economic and cultural makeup of cities and counties. Understanding a jurisdiction's industrial/economic base, its dependence upon neighboring jurisdictions, its transportation system, its dependence on nonresidents (such as tourists and convention attendees), proximity to military reservations, etc., all help in better gauging and interpreting the crime known to and reported by law enforcement. More detailed information can, of course, be obtained from the city or county chamber of commerce, planning/information office, or similar entity.

The strength (personnel and other resources) and the aggressiveness of the law enforcement agency are also key factors. While information pertaining to the number of sworn and civilian law enforcement employees can be found in this publication, assessment of the law enforcement emphases is, of course, much more difficult. For example, one city may report more crime than a comparable one, not because there is more crime, but rather because its law enforcement agency through proactive efforts, such as "sting operations," identify more offenses. Attitudes of the citizens toward crime and their crime reporting practices, especially concerning more minor offenses, have an impact on the volume of crimes known to police.

It is incumbent upon all data users to become as well educated as possible when attempting to categorize and quantify the nature and extent of crime in the United States and in any of the almost 16,000 jurisdictions represented by law enforcement contributors to this Program. This is only possible with careful study and analysis of the various unique conditions affecting each local law enforcement jurisdiction.

Historically, the causes and origins of crime have been the subjects of investigation by varied disciplines. Some factors which have been determined to affect the volume and type of crime occurring from place to place are:

- Population density and degree of urbanization with size of locality and its surrounding area.
- Variations in composition of the population, particularly youth concentration.
- Stability of population with respect to residents' mobility, commuting patterns, and transient factors.
- Modes of transportation and highway system.
- Economic conditions, including median income, destitution, and job availability.
- Cultural conditions, such as educational, recreational, and religious characteristics.
- Family conditions with respect to divorce and family cohesiveness.
- Climate.
- Effective strength of law enforcement agencies.
- Administrative and investigative emphases of law enforcement.
- Policies of other components of the criminal justice system (i.e., prosecutorial, judicial, correctional, and probational).
- Attitudes of citizenry toward crime.
- Crime reporting practices of citizenry.

The Uniform Crime Reports give a nationwide view of crime based on statistics contributed by state and local law enforcement agencies. Population size is the only correlate of crime utilized in this publication. While the other factors listed above are of equal concern, no attempt is made to relate them to the data presented. *The reader is, therefore, cautioned against comparing statistical data of individual reporting units from cities, counties, states, or colleges and universities solely on the basis of their population coverage or student enrollment.*

BEST COPY AVAILABLE

Appendix J:
Law Enforcement Coalition List

LAW ENFORCEMENT COALITION

Bureau of Alcohol, Tobacco and Firarms

Drug Enforcement Administration

Federal Bureau of Investigation

Illinois Secretary of State Police

Illinois State Police

Inspector General for Investigation,
U.S. Department of Housing and Urban Development

Sangamon County Sheriff

Sangamon County State's Attorney

Springfield Police Department

State's Attorneys Appellate Prosecutor

United States Marshals Service

United States Attorney

BEST COPY AVAILABLE

Appendix K:
Letter of Notice of the April 24, 1992
Steering Committee Meeting

U.S. Department of Justice

United States Attorney
Central District of Illinois

Post Office Box 375
Springfield, Illinois 62705

217 492-4450
FTS 955-4450

April 27, 1992

Jack Watson
President & Chief Operating Officer
Franklin Life Insurance Company
1 Franklin Square
Springfield, IL 62713

Dear Jack:

As a result of the organizational meeting on April 24, 1992, we are off to a good start on planning for the implementation of a "Weed and Seed" initiative in the Springfield community.

The attendees at the meeting were enthusiastic about focusing law enforcement and human services efforts in the John Hay Homes, Brandon Court, Johnson Park and Evergreen Terrace areas.

Since the law enforcement mission is already underway, a public announcement of the overall program will be made on Friday, May 1, 1992. In order to accomplish our goal on the "seed" side, we will need to meet as a Human Services/Area Improvement Committee to list and prioritize the projects/grants that can be the basis of the announcement.

Springfield Housing Authority Executive Director Robert Blackwell will co-host the committee meeting with us on April 29, 1992 at 2:00 p.m. in conference room (#138) at the U.S. Attorney's Office, Federal Building, 600 E. Monroe St.

I apologize for the short notice on the meeting, but I am confident that we can come together and prioritize the specific projects for the public announcement of the "Weed and Seed" effort. As we discussed at the organizational meeting, the "summer strategy" will be one of continuing announcements of criminal indictments complemented by announcements of human services and area improvement accomplishments.

Very truly yours,

J. WILLIAM ROBERTS
UNITED STATES ATTORNEY
Byron Gen Cudmore

BYRON G. CUDMORE
FIRST ASSISTANT UNITED STATES ATTORNEY

BGC/pv

Appendix L:
Subcommittee Participation Preference Sheet

OPERATION WEED AND SEED
Subcommittee Preferences

Name _____

Address _____

Telephone _____

Please mark the subcommittee(s) that would be most appropriate for participation by you or your agency:

Human Services Subcommittee _____

A "needs assessment" group which can propose various kinds of activity to the steering committee, and to evaluate the activity and set priorities for implementation. (Program identification, implementation, volunteers)

Sports/Recreation	_____	Jobs/Vocational Training	_____
Education/Child Care	_____	Resident Initiatives/ Communications	_____
Prevention/Demand	_____	Social/Cultural	_____
Reduction/Treatment	_____	Local Government	_____

Area Improvement/Beautification Subcommittee _____

To identify projects, solicit volunteers, set time tables for completion of projects.

Landscaping _____

Access Control/Traffic _____

Facility Improvement _____

Safety/Security _____

Please return the completed form to:

United States Attorney's Office
P.O. Box 375
Springfield, IL 62705
Attention: Barbara Howard

Appendix M:
Focus Group Subcommittee Membership List

FOCUS-GROUP SUBCOMMITTEE MEMBERS

Beautification/Facility Improvement

Rudy Davenport
Treasurer
Equal Share Company

Terry L. Fairclough
Representative
Carpenters Local Union 16

Brent Manning
Director
Illinois Dept. of Conservation

Otha Davis
Executive Vice President
Springfield Urban League

Sal Madonia
New Frontier Management Corp.

Barbara Schwartz
Springfield Junion League

Drug Prevention/Demand Reduction

Dan Bartlett
Output Supervisor
Triangle Center, Inc.

Gary Green
Supervisor
Education & Prevention Service
Triangle Center, Inc.

Steve Knox
Director
Triangle Center, Inc.

Jim Long
Director
Illinois Dept. of Alcoholism
and Substance Abuse

Robert Moore
Springfield President
Frontiers International

David Risley
Assistant U.S. Attorney
Central District of Illinois

Sara Wells
Executive Director
Illinois Churches in Action

Dr. J. Solomon Benn, III
Central Illinois Family
Life Center

Deborah Knox
Illinois Dept. of Alcoholism
and Substance Abuse

Capt. Chris Lawson
Drug Demand Reduction Officer
Illinois National Guard

Alan Markwood
InTouch Coordinator
Chestnut Health Systems

Lt. Charles Ogle
Counter Drug Support Officer
Illinois National Guard

LeRoy Smith
InTouch Coordinator
Chestnut Health Systems

Education/Child Care

Otha Davis
Executive Vice President
Springfield Urban League

Alan Markwood
InTouch Coordinator
Chestnut Health Systems

Bob Leming
Director of School Programs
Springfield Public Schools

Dr. Benjamin Young
Vice President
Lincoln Land Community College

Jobs/Vocational Training

Rudy Davenport
Treasurer
Equal Share Company

Terry L. Fairclough
Representative
Carpenters Local Union 16

Dorothy Mims
Resident

Otha Davis
Executive Vice President
Springfield Urgan League

Sal Madonia
New Frontier Management Corp.

Resident Representatives/Initiatives

Porsia Brown
Resident

Julie Herr
Illinois Coalition for
Community Services

Capt. Chris Lawson
Drug Demand Reduction Officer
Illinois National Guard

Sal Madonia
New Frontier Management Corp.

Floyd Pitts
Resident

Jacqueline Richie
Resident Services Coordinator
Springfield Housing Authority

Sara Wells
Executive Director
Illinois Churches in Action

Walter T. Southall
Resident

Callie Jones
Resident

Rudy Davenport
Treasurer
Equal Share Company

Bob Leming
Director of School Programs
Springfield Public Schools

Kathrine Parks
Resident

Marcel Robinson
Resident

Kirk Robinson
Deputy Chief of Police
Springfield Police Dept.

P.J. Staab, II
President
CrimeStoppers

Clifford Wheatley
Resident

Sports/Facility Improvement

Dr. J. Solomon Benn, III
Central Illinois Family
Life Center

Capt. Chris Lawson
Drug Demand Reduction Officer
Illinois National Guard

Sal Madonia
New Frontier Management Corp.

Robert Minton
Executive Director
Boys and Girls Club

Guerry Suggs
Secretary/Treasurer
Springfield Clearinghouse

Terry L. Fairclough
Representative
Carpenters Local Union 16

Bob Leming
Director of School Programs
Springfield Public Schools

Father Peter Mascari
St. John Vianney Church

Lt. Charles Ogle
Counter Drug Support Officer
Illinois National Guard

Leo Zappa
President
American Business Club

Appendix N:
Project Identification Submission Sheet

Operation Weed and Seed
Project Identification - Submission Sheet

Please describe the project you are submitting for consideration as a "Weed and Seed" Project.

(List the benefits of the project, available resources and agencies to be involved.)

Submitted by : _____

_____

_____

Return to: United States Attorney's Office
P.O. Box 375
Springfield, IL 62705

Appendix O:
Focus Group Project Progress Form

OPERATION WEED AND SEED
FOCUS GROUP PROJECT PROGRESS REPORT

GROUP: EDUCATION AND CHILD CARE

PROJECT: Day Care Center for Parenting Teens

NUMBER: 92-0516-002

PROJECT DESCRIPTION:

Family Service Center of Sangamon County and Junior League of Springfield will establish day care center in Johnson Park for parenting teens in high school. A four-bedroom house will be converted. Opening is anticipated in July. It will serve up to 18 children under the age of two and a half.

CONTINUED PROGRESS (BY DATE):

Please return progress reports to: United States Attorney's Office
P.O. Box 375
Springfield, IL 62705

Appendix P:
Program Master Index Sheet

Maintained by U.S. Attorney's Office
Updated: November 30, 1992

Operation Weed and Seed Master Index Sheet

Group	Number	Project
Beautification/Facility Improvement	92-0516-001-B	**Flower/shrub planting/litter clean-up in Johnson Park, St. Luke's Court, John Hay Homes-Dept. of Corrections**
Beautification/Facility Improvement	92-0617-002-B	**Homestead Rehabilitation Program-by tenants**
Beautification/Facility Improvement	92-0617-003-B	**Neighborhood Services Centers-SHA Housing Areas & Evergreen Terrace**
Beautification/Facility Improvement	92-0624-004-B	**Litter Clean Up/Summer Employment for SHA resident youth-American Savings & Loan**
• • • •		
Drug Prevention/Demand Reduction	92-0516-001-DP	**Drug Intervention/Prevention Training Program-SHA, LLCC, Triangle Center, $10,000 HUD grant**
Drug Prevention/Demand Reduction	92-0603-002-DP	**Herman Wrice Visit/Springfield Against Drugs**
Drug Prevention/Demand Reduction	92-0617-003-DP	**Operation Snowball/IL Teen Institute on Substance Abuse On-Site Program for public housing (John Hay site)**
Drug Prevention/Demand Reduction	92-0617-004-DP	**Law Enforcement Cadets, Boy Scout Troop and/under or Law Enforcement Explorer Post for SHA youth**
Drug Prevention/Demand Reduction	92-0701-005-DP	**Inner-City Choir - IL Churches in Acuon, IL Arts Council, School District 186**

BEST COPY AVAILABLE

Group	Number	Project
Drug Prevention/Demand Reduction	92-0701-006-DP	Inner-City Springfield Area Pastors' Coalition: InTouch; Southern Baptist Assoc.; United Methodist Conf. & IL Churches in Action
Drug Prevention/Demand Reduction	92-0701-007-DP	Harmony in the Neighborhood Festival
Drug Prevention/Demand Reduction	92-0828-008-DP	Springfield Air Rendezvous Drug-Free Message. Illinois National Guard & Springfield School District 186
Drug Prevention/Demand Reduction	92-1112-009-DP	Regional Community Anti-Gang Task Force Training.
	• • • •	
Education/Child Care	92-0516-001-ED	Head Start Center in Brandon Drive-Spfld. Urban League
Education/Child Care	92-0516-002-ED	Day Care Center for parenting teens. Family Service Center & Jr. League
Education/Child Care	92-0516-003-ED	Chapter One Assistance-John Hay Homes. School District 186
Education/Child Care	92-0617-004-ED	School programming for suspended and other students. Possibly a SHA Security Truant Officer

Group	Number	Project
Education/Child Care	92-0617-005-ED	Drug-Free/Gun-Free School Zones in/around public housing areas
Education/Child Care	92-0701-006-ED	Little Lambs Storytelling, ages 3-5 & 6-12 in Brandon Court Center - IL Coalition for Comm. Involvement, IL Churches in Action
Education/Child Care	92-0819-007-ED	Springfield Housing Authority Scholarship Awards
Education/Child Care	92-0819-008-ED	Photography Class for Public Housing Youth; Assistance from local photographer, newspaper and business
Education/Child Care	92-1030-009-ED	Safe Haven Program
	• • • •	
Jobs/Vocational Training	92-0516-001-JV	Brandon Court Resident Management Project; two residents hired as managaement, three in Security
Jobs/Vocational Training	92-0516-002-JV	Summer Food and Jobs Project in John Hay Homes, Brandon Drive, Johnson Park, youth employed. IL Board of Education
Jobs/Vocational Training	92-0617-003-JV	On-site Job Corps/Support Programming-apprenticeship placements, job training, etc.
	• • • •	
Resident Representatives/Initiatives	92-0617-001-R	Improved Communications-newsletters, community activities, fun days, etc.
Resident Representatives/Initiatives	92-0819-002-R	Family Self-Sufficiency Program (Homeownership & Opportunity for People Everywhere-[HOPE]) Approved through HUD
	• • • •	
Sports/Facility Improvement	92-0617-001-SP	Hull House Recreational Program Management-Spfld. Housing Authority

Group	Number	Project
Sports/Facility Improvement	92-0617-002-SP	Equipment, location procurement/ facility improvement for SHA resident youth
Sports/Facility Improvement	92-0617-003-SP	Formation of soccer team at Evergreen Terrace-Spfld Youth Soccer Program & New Frontier Mgmt. Corp.
Sports/Facility Improvement	92-0707-004-SP	Golf instruction program (by Nick Hoffman, Pasfield Pro)
Sports/Facility Improvement	92-0819-005-SP	Flag Football
Sports/Facility Improvement	92-1030-006-SP	Boys and Girls Club - Fitness

• • • •

Appendix Q:
Seed Project Description and Implementation Report

SEED PROJECT DESCRIPTIONS AND IMPLEMENTATION STATUS

This Appendix presents a concise description of each proposed **Seed** project. Each is designated as to whether or not it was implemented the first year or continued the second year of the initiative.

During the first year, 36 **Seed** projects were proposed. Twenty-six (72.2%) were implemented, 3 (8.3%) were partially implemented, and 7 (19.5%) were not implemented.

For those implemented or partially implemented (26+3), 22 (75.9%) were continued the second year, 5 (17.2%) were discontinued and 2 (6.9%) were pending. This represents a continuing implementation-success rate of 76 per cent.

Five new projects were proposed and implemented during the second year.

The following project descriptions are categorized by **Focus Group** and pertain to portions or all of the target area.

Beautification and Facility Improvement.

1. Landscaping and debris removal. Implemented first year and continued the second year. During the first year, 808 inmates and 205 staff from the Illinois Department of Corrections devoted 5,529 man-hours in debris removal, planting flowers and various landscaping efforts. The plants were from the Department of Corrections' nurseries.

2. Homestead Rehabilitation. Implemented but discontinued at the direction of the U.S. Department of Housing and Urban Development. This was a Springfield Housing Authority project. It provided for rehabilitation of vacant damaged housing units by prospective tenants who earned rent credit upon subsequently moving into the unit.

3. Neighborhood-Services Centers. Implemented during the second year at Evergreen Terrace. Pending at the Hay Homes, Brandon Addition and Johnson Park. This involved the designation of facilities as a center for human services, resident meetings and security operations.

4. Lawn Maintenance. Implemented but discontinued the second year. One-time funding from American Savings and Loan provided employment for seven resident youth to maintain lawns

BEST COPY AVAILABLE

Drug Prevention and Demand Reduction

5. Drug-Intervention/Prevention Training. Not implemented. Drug-elimination grant funding was insufficient for implementation. This proposal was for a Springfield Housing Authority (SHA) training program in conjunction with Lincoln Land Community College and Triangle Center (a drug abuse treatment agency) for public-housing residents. It included an intensive-outpatient program for parenting or pregnant women, adolescent counseling, and counseling for members of an alcohol or drug-abusing family.

6. Anti-drug neighborhood marches. Implemented but discontinued after the first year. Training and guidance from nationally recognized anti-drug activist Herman Wrice. Marchers provided distinctive hats and shirts by the Illinois Department of Corrections. Marches conducted several nights a week from May through November 1992.

In the opinion of several persons, discontinuation resulted from three key proponents leaving office, i.e., the U.S. Attorney, SHA Executive Director and the Chief of Police, and the assignment of responsibility to organize future marches to a resident.

7. Substance-Abuse Training for Youth. Implemented but discontinued the second year due to lack of funds. SHA provided funds for six resident youth to attend the Illinois Teen Institute on Substance Abuse. These six will be peer advisors and role models for other public-housing youth. The Institute is a national-prevention program. It emphasizes positive-peer pressure in joining teens with adults to prevent alcohol and drug abuse.

8. Recharter a Boy Scout Troop. Implemented and continued under the Safe Haven project. A Troop was rechartered and received $300 from several Kiwanis Clubs in Springfield. A proposed Law-Enforcement Explorer Post for public-housing youth is still pending.

9. Inner-City Youth Choir. Not implemented. A youth choir was proposed in conjunction with the Illinois Churches in Action, the Illinois Arts Council and School District 186. A music director is needed.

10. Neighborhood-Community Festival. Implemented and continued only in the Hay Homes. Organize an annual community festival to promote prevention education, available community services, an environment free from alcohol and drugs, and social interaction.

11. Springfield Air Rendezvous. Implemented. Second year status is pending. A drug-free message with emphasis on positive life choices was provided for fourth-grade students from two

BEST COPY AVAILABLE

elementary schools. This was achieved through cooperation between the Illinois National Guard and Springfield School District 186.

12. Community Anti-gang Task Force Training. Implemented. Second-year status is pending. A planning group proposed a regional training seminar for several existing community anti-gang task forces in central Illinois and those interested in forming task forces. A seminar was completed under the auspices of the U.S. Attorney in conjunction with 12 other agencies.

Education and Child Care

13. Head-Start Center. Implemented and continued the second year. A Head-Start project was established by the Springfield Urban League. It provided service at one site to 72 pre-school children and their families and 19 children at a second site.

14. Day-Care Center for Parenting Teens. Implemented and continued the second year in a renovated facility. This Center was established under the auspices of the Family Service Center of Sangamon County and the Junior League of Springfield. It served 18 children of parenting teens while they attended high school.

15. Outreach Center. Implemented and continued the second year. The Springfield School District 186 established a **Parents as Partners** outreach project in the target area during the 1992-93 school year. Resident parents were recruited for a site coordinator, home/school liaison, and parent educators. This outreach targeted students with difficulties in school readiness, reading and math at the elementary level. The project served 87 families.

16. Security-Truant Officer. Implemented and continued the second year. The SHA designated a staff person to serve as security-truancy officer. Responsibilities included truancy duties and liaison with suspended or expelled students, their families and the school.

17. Summer Lunch. Implemented and continued the second year. In cooperation with the Illinois State Board of Education, the Springfield Housing Authority provided lunches and snacks for resident school-age children during the summer. An average of 270 youth were served lunch and an afternoon snack each day for eight weeks at three locations in the target area.

18. Story Telling. Implemented and continued the second year. Story telling for children was presented in conjunction with the summer-lunch project. Story-telling objectives were to build trust and cooperation between races and cultures.

This project was accomplished under the auspices of the Illinois Coalition for Community Involvement and the Illinois Churches in Action. Resources included the Lincoln Library, a volunteer librarian, Recovering Community volunteers and volunteer residents.

19. Scholarship Awards. Implemented and continued the second year. The SHA awarded scholarships to nine residents to continue their education beyond high school.

20. Photography Class. Implemented and continued the second year. A local photographer organized and presented a week of instruction for ten public-housing youth. A gallery display of the completed work was placed in the SHA Administrative Office. Funding was received from a local newspaper and photography business.

21. Urban Gardens and Literacy. Implemented and continued the second year with a focus shift from literacy to family gardening. This provided gardening and reading for youth age 8-13. Land, tillage and water was furnished by the City of Springfield.

Sponsors included the University of Illinois Cooperative Extension Service, Kids at Risk Coalition, and the Illinois 4-H Foundation which provided a $4,000 for the project. A nursery, farm-supply business and the Illinois Department of Corrections provided seeds and plants. Volunteers in Action, Lincoln Land Girls Scouts and the Lincoln Library assisted with the reading activity.

22. School-Zone Designation. Not implemented. A proposed drug-free/gun-free school zone in and around the target area did not receive support from the school district.

23. Safe Haven. Implemented and continued the second year. This project provided structured study, tutoring and programmed activities during after-school hours for 415 individual youth in the target area. There were 64 children who, on average, attended Safe Haven at least once per week; and 98 children attended at least twice per month. A more comprehensive summary of this project is presented in Appendix R.

Jobs and Vocational Training

24. Resident Management. Not implemented but still under consideration. This project proposed that SHA hire two residents as management trainees and three as security trainees. These residents would work in an official-employment capacity with SHA management and security staff to promote resident-involvement in property management.

25. Summer-Youth Jobs. Implemented and continued the second

year. Ten resident youth were employed to assist with the summer food program and summer recreational activities. An additional ten were employed as maintenance workers, clerical assistants and aides at the SHA high-rise complexes for senior citizens. Funding was provided through the Job Training Partnership Act.

26. Job-Corps Placement. Not implemented. This project proposed site space for a Job Corps representative to provide pre-employment service and training regarding resume creation, job application techniques and job placement opportunities for residents. Job Corps was unable to provide the service.

Resident Representatives/Initiatives

27. Resident Councils. Implemented and continued the second year. Resident councils were organized through resident elections in Johnson Park and Brandon Addition and office space made available. Councils will provide resident liaison and work with SHA management to address resident concerns. Councils were already organized in the Hay Homes and Evergreen Terrace.

28. Family Self-Sufficiency. Implemented and continued the second year. Twenty-five families received rental certificates based upon a comprehensive five-year, individualized plan designed to make the family economically independent of federally-subsidized housing. This involved a $165,000 U.S. Department of Housing and Urban Development grant for the first year. The grant is expected to continue for a total of five years.

29. Improve Communications. Partially implemented. Start a resident newsletter, promote "Family Fun Day" activities, encourage clergy to focus efforts in target area, and increase resident awareness of the CrimeStoppers program. CrimeStopper information distributed to residents as a means to report crime on an anonymous basis. A second annual-community festival occurred.

Sports/Facility Improvement

30. Sports Management. Not implemented. Proposed SHA contract with Hull House of Chicago to manage sports and recreation on a full-service basis with organizational support from the YMCA. Proposal was inconsistent with existing staff responsibilities.

31. Youth Baseball. Implemented but discontinued second year after organizational efforts were unsuccessful. Baseball field in target area reconditioned through the efforts of the Illinois National Guard and the Illinois Department of Corrections. The American Business Club provided $300 for equipment. Weekly practice sessions were conducted for youth

BEST COPY AVAILABLE

age 6 to 16 to prepare for league play the following summer. The Springfield Cardinals baseball team provided a mini-clinic. A field trip to a Cardinals' baseball game in St. Louis included 25 resident youth.

32. Youth Soccer. Implemented and continued the second year. Soccer practices were conducted for 75 youth with coaching provided by three veteran-soccer players from the community. League play is anticipated through the Springfield Youth Soccer Program organized in conjunction with the New Frontier Management Corporation (management entity for Evergreen Terrace). YMCA donated soccer balls, and other donors pledged $1,200 to buy equipment.

33. Golf Instruction. Implemented and continued the second year. Instruction clinics were conducted for youth from public housing by a local-golf professional. All necessary equipment was furnished with donated equipment. A program for interested youth to earn greens fees was implemented.

34. Flag Football. Implemented and continued the second year. Resident youth participated in a flag-football league under the direction of the Boys and Girls' Club.

35. Physical Fitness. Not implemented. A First Choice physical-fitness project was proposed through the Illinois National Guard. Physical-fitness activities and concepts would be used to build self-esteem and life skills. This effort targeted youth at risk to divert them from gang and drug activity and emphasize the need to obtain a school education.

36. Tennis and Reading. Implemented and continued the second year. This project promoted summer reading under the guidance of a certified teacher while learning tennis skills. It was sponsored by the Springfield Park District in cooperation with the Springfield School District 186. Funding was provided by Prairie Cardiovascular Associates in Springfield. The Urban League provided transportation. Students were allowed to keep the books they read. Those with perfect attendance received a free tennis racquet.

Additional Second Year Projects

1. Summer Camp. Implemented. The American Business Club provided funding for 40 public-housing youth to attend YMCA summer camp at Lake Springfield.

2. Life Choices. Implemented. Big Brother/Big Sister of Springfield offered life-choice instruction for 15 young teen-age girls. This involved discussion and role-playing to promote learning about values, decision-making and nutrition. Funding was provided by the Springfield Sertoma Club.

3. Summer Camp. Implemented. The Illinois Department of Children and Family Services provided funding for 30 public-housing youth to attend a week-long camp at DuBois, Illinois.

4. Classes. Implemented. The Lawrence Education Center provided instruction for GED preparation, reading and math. The instruction was offered to residents four hours each week at the community centers in John Hay Homes and in Brandon Addition.

5. Adolescent Health. Implemented. The Springfield Area Planned Parenthood provided trained, adult community outreach workers to facilitate weekly support groups for female public-housing youth between 8 and 17 years of age and their parents.

Appendix R:
Safe Haven: Program Briefing and Proposed Budget

SAFE HAVEN

Program Briefing and Proposed Budget

School Year 1993-1994

Prepared by:

United States Attorney's Office
Central District of Illinois
Springfield, Illinois

April 1993

TABLE OF CONTENTS

Overview of Safe Haven Program 3

Needs and Objectives 4

Program Design and Development 5

- Staffing 5
- Security 5
- Study/Homework Assistance 6
- Activities 6

Proposed Budget for 1993-1994 School Year 8

Summary 9

SAFE HAVEN OVERVIEW

The Safe Haven concept provides for use of school buildings adjacent to targeted Weed and Seed neighborhoods to provide youth with a safe place for after-school study and activity. The concept is based on a successful model program begun nearly two years ago in Trenton, New Jersey in conjunction with Operation Weed and Seed.

The Safe Haven program was developed in conjunction with Springfield Operation Weed and Seed, a comprehensive program designed to unite law enforcement and the criminal justice system with social service agencies, community leaders, and private business to improve the quality of life for residents of public housing. Springfield Operation Weed and Seed was organized in May 1992 as an unfunded strategy program which paralleled funded, national Weed and Seed efforts in 17 cities across the country.

The United States Attorney's office of the Central District of Illinois provided the catalyst for the program with the announcement on October 30, 1992, that Springfield Operation Weed and Seed had been awarded a $25,000 grant to implement the Safe Haven program at Withrow School. The grant, from the Bureau of Justice Assistance, U. S. Department of Justice, provided funding for the program through the end of the 1992-1993 school year.

Springfield's Safe Haven program is located at Withrow School, a site chosen because of its close proximity to Brandon Drive, Johnson Park and Evergreen Terrace public housing developments. Approximately 985 students live in nearby housing developments and the surrounding community adjacent to Withrow School.

Students are required to bring homework with them as they check in at the front door. The first hour is devoted to study and homework assistance followed by enrichment activities which promote personal growth, self-esteem, and positive interaction among youth and adults. Safe Haven is open Monday through Friday from 5:00 to 8:00 p.m.

Staff were hired and children began attending Safe Haven on November 9, 1992. Approximately 200 children are enrolled with an average daily attendance of 55 to 60 students, although on occasion as many as 72 children may attend an evening session.

An Executive Board comprised of representatives from the U. S. Attorney's office, the Springfield Housing Authority, School District #186, and Withrow School was created to provide oversight of the program, its employees and volunteers.

The Illinois Coalition for Community Services recently joined the Safe Haven partnership as an additional funding source for the 1992-1993 school year. This additional funding has provided for hiring of a second assistant coordinator and up to four student workers and will allow the program to extend operation for one month after the end of the school year, through June 30, 1993.

NEEDS AND OBJECTIVES

An assessment of the crime statistics, the proximity of public housing and the low-income levels in the area surrounding Withrow School clearly indicate that it is an ideal location for a Safe Haven program. Area residents are impacted by high crime rates.

The Springfield Housing Authority and School District #186 established an intergovernmental agreement to facilitate management of the Safe Haven program. The Executive Board was created to provide oversight of the program, its employees and volunteers.

The original grant request for funding for the 1992-93 school year set forth the following expected results or benefits of the program:

A) Development of programs and activities in response to community wants and needs.

B) Development of after-school educational programs.

C) Development of recreational and cultural programs.

D) Promotion of cooperative and collaborative decision-making among school, community-based organizations and volunteers to contribute to the overall success of Safe Haven.

E) Provision of a safe space for program participants.

F) Creation of a network of social service providers in the area of counseling, referrals, and vocational opportunities.

G) Creation of programs targeted to youth who are at risk of drug/gang involvement.

H) Coordination and integration of existing services into the Safe Haven project.

PROGRAM DESIGN AND DEVELOPMENT

Safe Haven is located at Withrow School, 1200 Pope Ave., in Springfield, Illinois. The program is open to students attending third through twelfth grades, after regular school hours, from 5:00 to 8:00 p.m. Monday through Friday. Approximately 200 students are enrolled from nearby public housing neighborhoods of Brandon Drive, Johnson Park and Evergreen Terrace and the surrounding community.

Although the program was originally designed to accommodate children as young as kindergarten age, initial attendance was overwhelming, with an average of 72 children per day. Even with an average of eight to ten volunteers present each evening, the vastly different needs of a kindergarten-aged child compared to older, more independent students prompted the Executive Board to limit the program to children in grades three through twelve.

Staffing

Original staffing included the program coordinator, assistant coordinator, a uniformed Sangamon County Sheriff's Office deputy, and a school maintenance employee, who are on-site at all times, from 4:30 to 8:30 p.m. In addition, community and teacher volunteers were recruited to assist paid personnel.

With the additional funds provided by the Illinois Coalition for Community Services, an additional assistant coordinator was hired in Marc. along with several teen student workers as mentors. The youth were recruited from the neighborhoods surrounding Safe Haven.

Irma Lott, a kindergarten teacher at Withrow School, is the program coordinator, assisted by assistant coordinators Nikki Smith and Norma Wallace. Ms. Wallace joined the staff in March.

Community volunteers assist the program staff with tutoring and activities. Homework assistance and tutoring typically occur from 5:00 to 6:00 p.m. followed by other activities from 6:00 to 8:00 p.m. Some tutors or activity leaders choose to volunteer for an hour once or twice per month while others prefer a weekly schedule.

Security

Sheriff J. William DeMarco of the Sangamon County Sheriff's Department has provided security free of any cost to the program through the end of the 1992-1993 school year with the assignment of a DARE officer to the program.

The Springfield Police Department has supplemented this effort with additional patrols in the area and site visits.

This contact provides the uniformed police officer an opportunity to develop a positive relationship and serve as a role model for the Safe Haven students while ensuring the safety and security of the facility.

Study/Homework Assistance

As children check in at the door each day, they are required to bring homework with them. The first hour is devoted to study time.

Areas of the building have been designated as study areas with the library set aside for those requiring help in the area of English, reading, and grammar. Another area has been set aside for math. Study tables are also set up in the small gym for other homework assistance.

Volunteers are assigned to spend time in each area according to their interest and expertise.

After study time, a number of structured, program activities have been organized.

Activities

A number of special-interest groups have been organized in conjunction with a number of volunteers and community organizations and businesses:

- **Boy Scout Troop** - Terry Ransom, leader
- **Girl Scout Troop** - Ellen Lindley, leader
- **4-H Club** - Donna Curtner, leader
- **Teen Talk Club** - Norma Wallace, leader
  The club meets weekly to learn about hygiene and health issues. Personal care products are provided by a local hotel, the Springfield Renaissance.
- **Drama Club** - Pat Woodson, East Side Theater Guild
- **Photography Club** - Judy Spencer, local free-lance photographer (20 children per week)
- **Writer's Club** - Marcellus Leonard and Irma Lott, leaders
  The club participated in the Martin Luther King, Jr. writing contest sponsored by Lincoln Land Community College.

- **Junior Achievement** - "The Economics of Staying in School," Nikki Smith
- **Modern Dance Club** (pending) - Joan Wade, East Side Theater Guild
- **Aerobics** - Marge Olson
- **Talent Club** - Students are preparing a monthly talent show to be performed for their parents.

Safe Haven students have also participated in a number of special projects and events.

An awards assembly was held January 29, 1993 to recognize students who had achieved the honor roll during the first semester of school. Parents and community leaders were invited to attend. Each student who had achieved honor roll was presented with a certificate. A second assembly is planned to honor high achievers for second semester achievements.

The Safe Haven children have adopted a local nursing home, Springfield Terrace. The youth participate in a monthly project, such as making May baskets which will be distributed to nursing home residents.

Field trips are a special occasion and the youth were invited to see The Wiz presented at Sangamon State University. They were also invited to view a special showing of some photographic prints. The children make weekly visits to the local branch of Lincoln Library where they have participated in such activities as career night, and the Book Mart literary contest. A very popular attraction is a trip to the roller skating rink.

Another popular activity is the monthly birthday club which honors youth who have observed a birthday during the month. The group recently went to a Hardee's restaurant where a special, discount meal was provided for $1.00 per child.

Safe Haven is also host to some special guests. Dennis Wise, a professional dancer and choreographer with the Chicago Moving Company, put on a special workshop with the students in February.

In May, Ms Charlina's Theatrical Dance Company of St. Louis, Missouri, will perform a unique musical program entitled This Is It at Withrow School. The production imparts a message for everyone while providing entertainment by a cast of children aged two to 17. A small admission fee will be charged with proceeds to benefit Safe Haven.

Plans for spring projects include neighborhood beautification with litter pick-up and planting a garden.

PROPOSED BUDGET FOR SCHOOL YEAR 1993-1994

Coordinator (4 hrs. per day at $16.71/hr.)	$14,491.03
Two Assistant Coordinators (4 hrs. per day at $8.10/hr.) $8,508.00 for each	$17,016.00
Security Officer (4 hrs. at $16.00/hr).	$13,878.15
Four Student Workers (4 hrs. at $4.40/hr.) $3,226.97 for each	$12,907.88
Supplies	$2,700.00
Office Supplies	$ 300.00
Postage	$ 200.00
Food	$1,800.00
Transportation	$1,300.00
TOTAL	$64,593.06

SUMMARY

A student who regularly attends Safe Haven recently wrote a letter requesting that the Safe Haven program operate year-round. He wrote, "I come back to Safe Haven every night because my friends are here, and when I get my work done I can play basketball, work on the computer, do arts and crafts or listen to stories.....If there were no Safe Haven I would probably be at home watching television and my homework wouldn't get done until the next day in class."

Another student recently made the honor roll for the first time ever and one of his first questions to the staff was when a program would be held where he would receive a certificate.

Clearly there is need and support for the presence of the Safe Haven program. Community support and student attendance have exceeded initial expectations. The program developed by the Safe Haven staff with the support of local businesses and community service groups as briefly outlined in this report represent a positive effort to improve the quality of life for the youth of these targeted neighborhoods.

At a news conference in January 1993, the success of the Safe Haven program was characterized as a demonstration of the willingness of a community to do something to address the problems in our neighborhoods created by drugs and crime. The Safe Haven program provides a foundation and structure to put those resources to work where they are most needed by reaching out to our young people.

As of this date a continuing federal grant has not been guaranteed for school year 1993-1994 for Safe Haven. Funding sources are being actively pursued so that Safe Haven can continue to serve the area youth.

Appendix S:
Resources Collected for Weed and Seed Programs

"SPRINGFIELD'S OPERATION WEED AND SEED'
(a non-funded, officially recognized initiative)
Resources leveraged due to "Weed and Seed" strategy

PROJECT - Safe Haven School (# 92-1030-009-ED).

Financial (FY 1992-93)

- Bureau of Justice Assistance	$25,000.00
- Sangamon County Foundation	1,000.00
- Illinois Coalition of Community Services	26,200.00

Technical Services

- Donated security services $8,640.00

Note:
No dollar amounts have been established for volunteer citizen time and expendable materials donated to the project.

PROJECT - Baseball league, equipment and diamond rebuilding (# 92-0617-002-SP).

Financial (FY 1992-93)

- American Business Club $1,500.00

Technical Services

- Illinois National Guard and Illinois Department of Corrections planning. materials and labor involved in baseball diamond rebuilding.

Note:
No dollar amounts have been established for the technical assistance.

PROJECT - Soccer Team (# 92-0617-003 SP)

Financial (FY 1992-93)

- Private sector contributions $3,935.00

Technical Services

- Volunteer coaches and equipment donations.

No dollar amounts established for volunteers and equipment.

PROJECT - Golf instruction,play and equipment (#92-0707-004-SP).

Financial (FY 1992-93

- Nick Hoffman, Golf Professional $5,000.00

PROJECT - Litter clean-up and summer employment (92-0624-004B).

Financial (FY 1992-93)
- American Savings and Loan Corp. $1,000.00

Technical Services
Under project # 92-01516-001B, clean up and beautification donation of almost 6000 man hours from the Illinois Department of Corrections.

PROJECT - Formation of a Public Housing Boy Scout Troop (#92-0617-004-DP)

Financial (FY 1992-93)
- Kiwanis Clubs $ 300.00

PROJECT - Springfield Housing Authority College Scholarships (#92-0819-007-ED)

Financial (FY 1992-93)
- Springfield Housing Authority $ 4,015.00

PROJECT - Resident initiatives, comprehensive plan for family resources (#92-0617-001-R)

Financial (FY 1992-93)
- Illinois Coalition for Community Services $15,000.00

Total Financial $82,950.00
Total Technical $ 8,640.00

ADDITIONAL ON-GOING TARGET AREA PROJECTS NOW UNDER THE "WEED AND SEED" UMBRELLA.

PROJECT - HUD drug elimination grant for intervention and prevention. (92-0516-001-DP)

Financial (FY 1992-93)
- U.S. Dept. of Housing and Urban Development $ 10,000.00

PROJECT - Chapter One Assistance (remedial for students and parents). (#92-0516-003-ED)

Financial (FY 1992-93)

- School District # 186 $100,000.00

PROJECT - Summer jobs and food program (92-0516-002-JV)

Financial (FY 1992-93)

- Ill. State Board of Education & SHA $ 53,000.00

PROJECT - Technical assistance grant for resident management (#92-0617-001-R)

Financial (FY 1992-93)

- U.S. Dept. of Housing and Urban Development $ 40,000.00

PROJECT - Family Self-Sufficiency Program (#92-0819-002-R).

Financial (FY 1992-93)

- U.S. Dept. of Housing and Urban Development $165,000.00

Total **$368,000.00**

Note:

Dollar values are reported from the listed projects. Where dollar values are not reflected, no attempt was made to estimate the value of volunteer time, goods and other services

Appendix T:
List of Persons Interviewed

PERSONS INTERVIEWED BY INVESTIGATOR

U.S. Attorney's Staff

1. J. William Roberts, U.S. Attorney
2. Byron G. Cudmore, First Assistant U.S. Attorney
3. Patrick F. Vaughan, Law Enforcement Coordination Manager
4. Sharon J. Paul, Community Relations Specialist

Housing-Management Staff

5. Ken Crutcher, Executive Director, Springfield Housing Authority
6. Peter Williams, Manager, Evergreen Terrace

Steering Committee

7. Ossie Langfelder, Mayor of Springfield
8. Rudy Davenport, Treasurer, Equal Share Company
9. Otha Davis, Executive Vice President, Urban League
10. Terry L. Fairclough, Representative Carpenters Local Union
11. Julie Herr, Illinois Coaliton for Community Services
12. Steve Knox, Director, Triangle Center, Inc.
13. Capt. Chris Lawson, Drug Demand Reduction Officer, Illinois National Guard
14. Bob Leming, Director of School Programs, Springfield Public Schools
15. Sal Madonia, New Frontier Management Corporation
16. Jacqueline Richie. Resident Services Coordinator, Springfield Housing Authority
17. LeRoy Smith, Assistant Prevention Coordinator, InTouch
18. Guerry Suggs, Secretary/Treasurer, Springfield Cleringhouse Association
19. Leo Zappa, President American Business Club

Illinois Criminal Justice Information Authority
120 South Riverside Plaza - Suite 1016
Chicago, Illinois 60606-3997
Phone (312)793-8550, TDD (312)793-4170, Telefax (312)793-8422

BEST COPY AVAILABLE